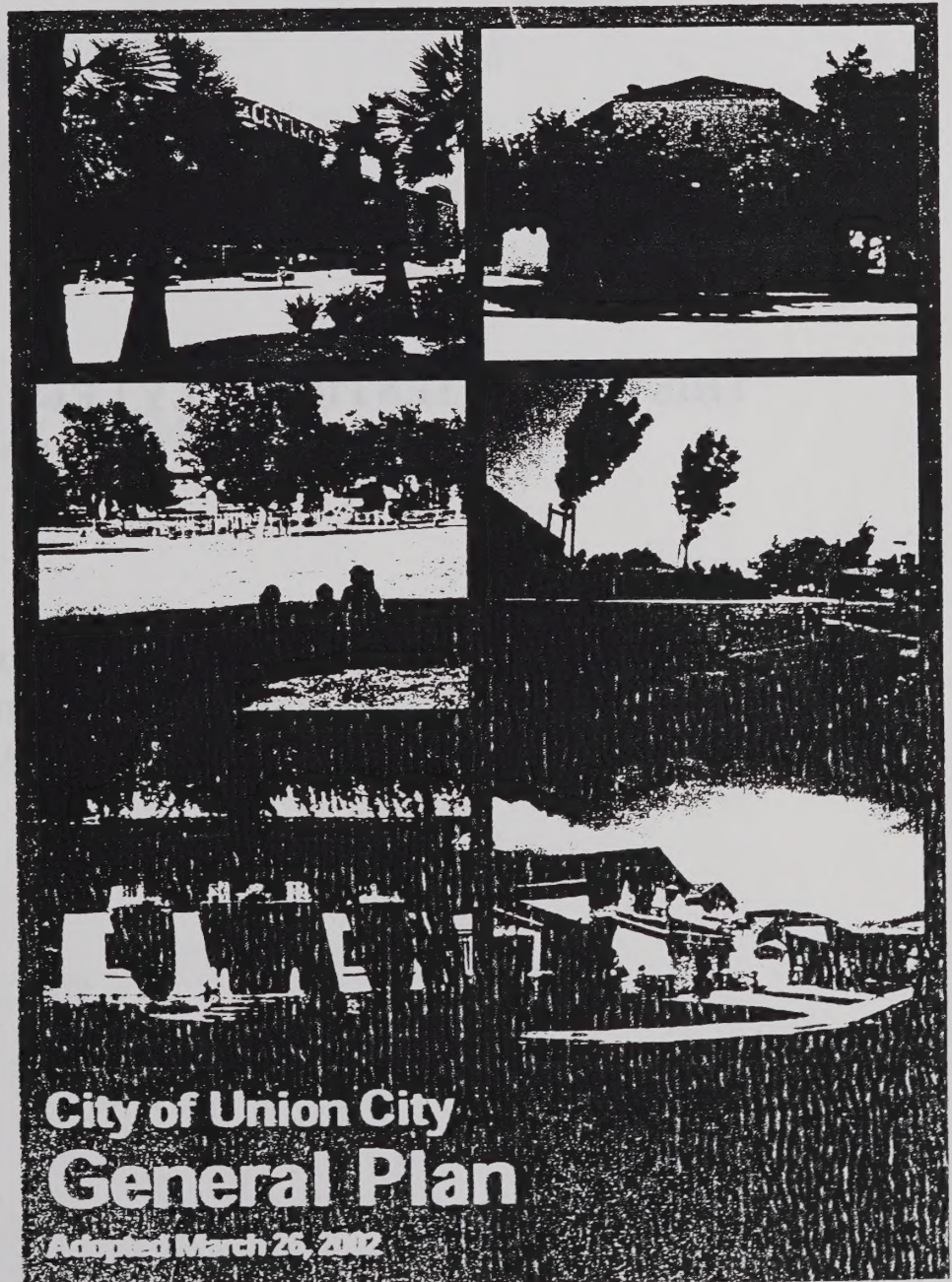


Housing Element

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**City of Union City
General Plan**

Adopted March 26, 2002

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CITY OF UNION CITY GENERAL PLAN

HOUSING ELEMENT

Prepared by:

**UNION CITY COMMUNITY DEVELOPMENT DEPARTMENT
J. LAURENCE MINTIER & ASSOCIATES
VERNAZZA WOLFE ASSOCIATES**

Adopted March 26, 2002



CITY OF ENNIS CITY
GENERAL PLAN

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HOUSING ELEMENT

ENNIS CITY DEVELOPMENT DEPARTMENT
A. J. JONES, CITY MANAGER
700 W. 10TH STREET, ENNIS, TEXAS 79024

Revised March 20, 2005

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HOUSING ELEMENT CREDITS



CITY OF UNION CITY

CITY COUNCIL

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Richard Valle, Vice-Mayor
Manuel Fernandez, Councilmember
Carol Dutra-Vernaci, Councilmember
Benjamin Elias, Councilmember

PLANNING COMMISSION

Cathi Sweeney, Chair
Rosemary Savage, Vice Chair
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PART I: BACKGROUND REPORT

CHAPTER 9: HOUSING

INTRODUCTION

Under State law the housing element must contain extensive documentation of housing stock, housing needs, resources available to meet those needs, and constraints on housing production. Specifically, the housing element must include all of the following:

- An analysis of population/employment trends, documentation of projections, and a quantification of the locality's existing and projected housing needs for all income levels;
- An analysis and documentation of household characteristics, including level of payment compared to ability to pay, housing characteristics, including overcrowding, and housing stock condition;
- An inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites;
- An analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures;
- An analysis of potential and actual nongovernmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the availability of financing, the price of land, and the cost of construction;
- An analysis of any special housing needs, such as those of the disabled, single parent families, elderly, large families, and families and persons in need of emergency shelter;
- An analysis of opportunities for energy conservation with respect to residential development; and
- An analysis of assisted housing development eligible to change to non-low-income housing.

The following sections satisfy these requirements and provide the foundation for the development of goals, policies, implementation measures, and quantified objectives. Section 9.1 documents Union City's population and household characteristics, employment and economic trends, housing stock, and existing and future housing needs. Section 9.2 identifies and assesses available sites and services to meet identified needs. Section 9.3 describes potential governmental and non-governmental constraints on the production of affordable housing. Section 9.4 reviews past and current housing efforts in Union City.

These chapters draw on a broad range of informational sources. Information on population, housing stock, and economics comes primarily from the 1990 and 2000 (most of the 2000 census data was not available at the time this report was prepared) U.S. Census, the California Department of Finance, the Association of Bay Area Governments, and City of Union City records. Information on available sites and services for housing comes from numerous public agencies. Information on constraints on housing production and past and current housing efforts in Union City comes from City staff, other public agencies, and a number of private sources.

RELATIONSHIP TO THE GENERAL PLAN

The City of Union City Housing Element Update was developed in conjunction with the City's 2001 General Plan Update. This Housing Element was revised to establish consistency and linkages with other general plan elements. The Housing Element is closely linked with the following General Plan elements: Youth, Family, Seniors, and Health (YFSH) Element; Land Use Element; Community Design Element; and Public Facilities and Services Element. The YFSH Element addresses policy solutions for three of Union City's special needs groups: seniors, large families, and the homeless. The Land Use Element seeks to create new high density, mixed-use and transit-oriented development, especially around the Intermodal Station. The Land Use Element and the Community Design Element seek to provide quality residential neighborhoods by encouraging high quality amenities in new residential communities, by ensuring compatibility with surrounding land use, and by preserving the character of established neighborhoods (i.e., Old Alvarado and Decoto). The Public Facilities and Services Element ensures the provision of adequate services (e.g., water, wastewater, and solid waste services, school facilities) to support existing and future residential development.

Since there is considerable overlap between the Housing Element and the other elements, several of the goals, policies, and programs in the other General Plan elements have been identified in this element. The goal, policy, or program have been listed in their entirety with a cross reference identifying its original location in the other elements.

9.1 HOUSING NEEDS AND HOUSING STOCK

INTRODUCTION

This section includes information on Union City's population, households, employment, housing stock, and existing and future housing needs. In most cases, information about Union City is compared with information from the neighboring cities of Fremont, Hayward, and Newark, as well as the county as a whole. The information is oriented to identify trends, potential shortcomings, and issues requiring a policy position.

POPULATION AND EMPLOYMENT CHARACTERISTICS

Historical Population Growth

Union City's population has grown rapidly since incorporation of the Alvarado and Decoto neighborhoods in 1959. The Census Bureau recorded 6,618 persons living in newly-incorporated Union City in 1960. Since that time, the population has multiplied more than ten times, resulting in an estimated 2000 city population of 67,240 according to Department of Finance (DOF) estimates (see Table 9-1). Table 9-1 also shows the

population of 66,869 for the same year based on the 2000 Census, which is the more accurate of the two. Eventually, DOF will reconcile the two numbers and base future estimates off of the 2000 Census population estimate.

TABLE 9-1
POPULATION GROWTH
Union City and Selected Areas
1990-2000

Year	Union City	Fremont	Hayward	Newark	Alameda County
1990	53,762	173,339	111,343	37,861	1,276,702
1991	54,816	175,351	116,077	38,029	1,294,724
1992	55,544	177,625	118,582	38,500	1,310,478
1993	56,303	181,817	120,628	38,735	1,326,333
1994	57,148	183,262	121,507	39,217	1,338,420
1995	57,664	184,956	121,641	39,681	1,344,157
1996	58,350	187,965	122,323	39,984	1,356,339
1997	59,678	192,160	123,934	40,459	1,375,850
1998	62,490	198,710	126,452	41,235	1,408,073
1999	65,400	203,569	127,713	42,764	1,433,309
2000 (DOF)	67,240	208,026	129,610	43,043	1,454,302
2000 (Census)	66,869	203,413	140,030	42,471	1,443,741
Source: California Department of Finance, 1990-2000; U.S. Census Bureau, 2000.					

Population Projections

According to population projections produced by the Association of Bay Area Governments (ABAG) in *Projections 2000*, Union City's population is expected to grow moderately through 2020, with an average annual growth rate of 0.87 percent between 2000 and 2020. As Table 9-2 indicates, the city's population is projected to grow to 80,100 by 2020, representing an increase of 12,000 residents from ABAG's estimated 2000 Union City population of 67,500 (see Figure 9-1). None of Union City's neighboring communities are expected to grow more rapidly than Union City over the 20-year period.

TABLE 9-2
POPULATION PROJECTIONS
Average Annual Growth
Union City and Neighboring Communities
2000 to 2020

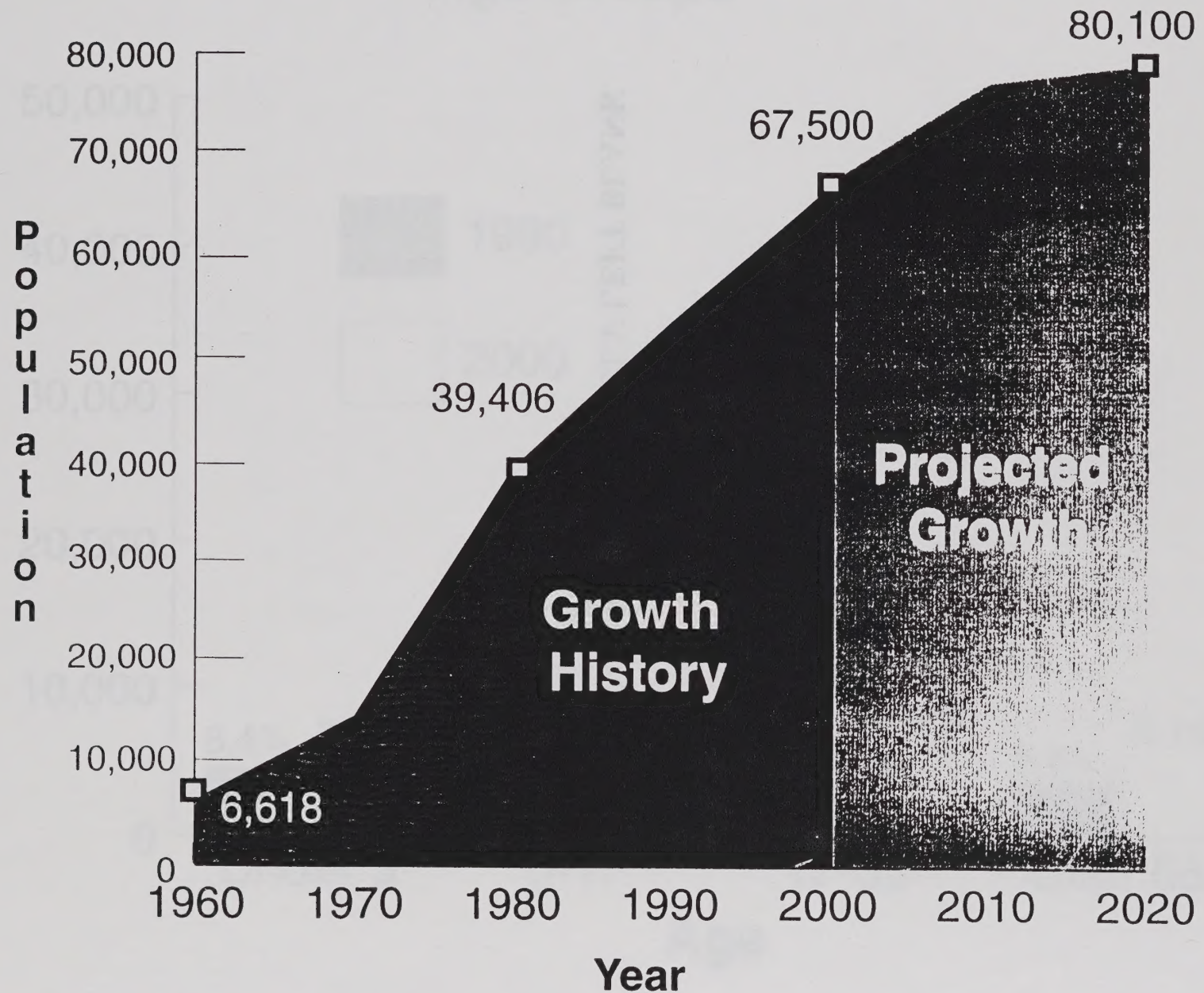
Jurisdiction	2000	2005	2010	2020	2000-2020	
					Population	Annual Growth Rate
Union City	67,500	74,900	77,900	80,100	12,600	0.86%
Fremont	209,200	227,100	230,200	235,000	25,800	0.61%
Hayward	131,700	136,900	139,900	144,500	12,800	0.46%
Newark	43,600	46,900	48,200	49,800	6,200	0.70%
Alameda County	1,462,700	1,573,200	1,615,900	1,671,700	209,000	0.67%

Source: Association of Bay Area Governments, *Projections 2000*, December 1999.

Age of the Population

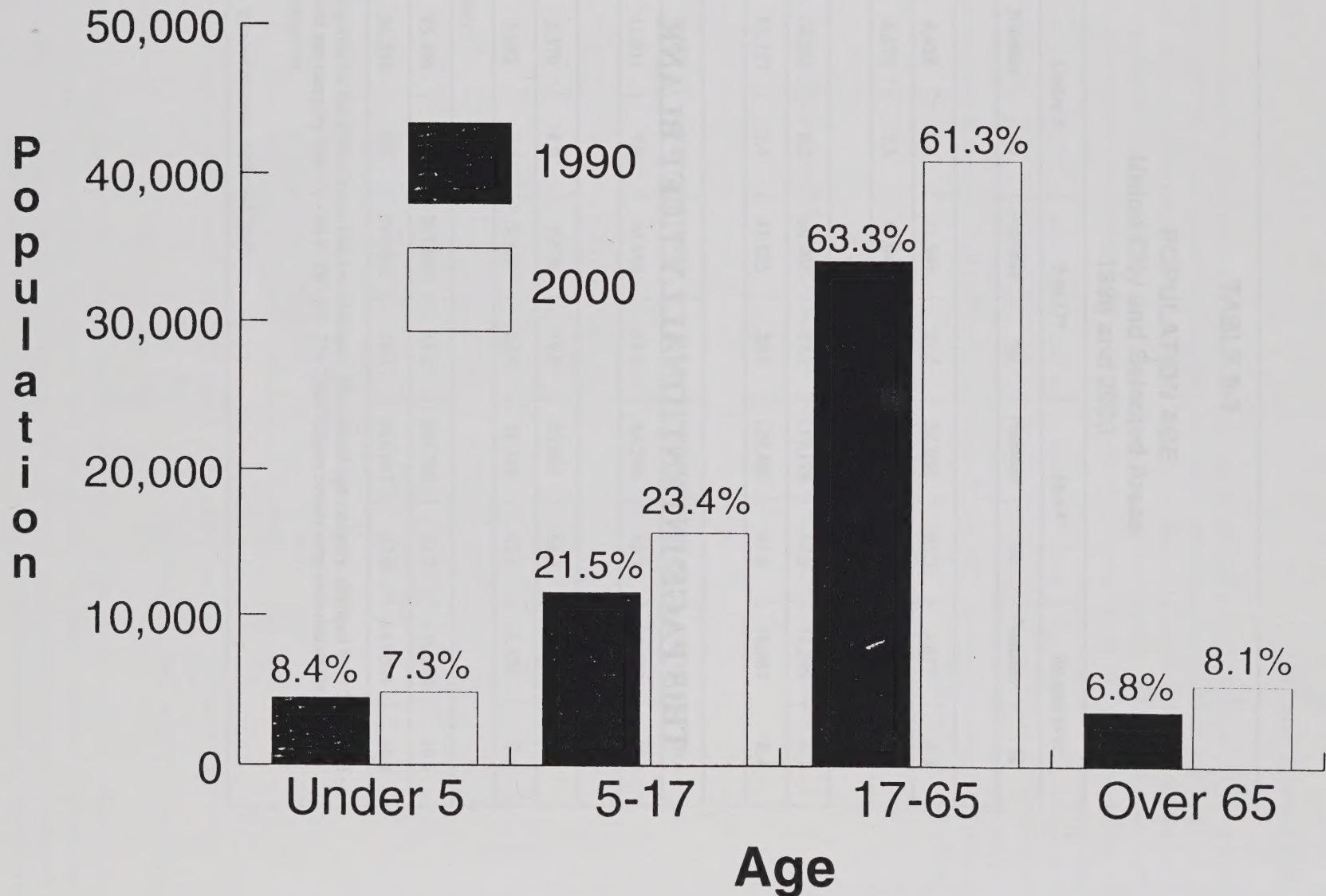
Table 9-3 and Figure 9-2 compares Union City's age trends between 1990 and 2000 with neighboring communities. The age of Union City's residents showed two increases during the last decade. Groups in the "5-17" and "65 and over" categories showed increases as a percentage of the entire population. Union City's "5-17" age group went from 21.5 percent of the population in 1990 to 23.4 percent in 2000. Union City's "65 and over" age group went from 6.8 percent of the population in 1990 to 8.1 percent in 2000. This trend most likely reflects the aging of the existing population and the influx of large families with children. Fremont and Newark's trends were similar to Union City for the same age groups, while Hayward and Alameda County showed an increase only in the "5-17" age group.

Figure 9-1
Population Growth: Past and Projected



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**Figure 9-2
Age Groups**



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TABLE 9-3
POPULATION AGE
Union City and Selected Areas
1990 and 2000

Area	Under 5		5 to 17*		18-64*		65 and over	
	Number	%	Number	%	Number	%	Number	%
Union City								
1990	4,489	8.4	11,546	21.5	34,050	63.3	3,677	6.8
2000	4,870	7.3	15,644	23.4	40,919	61.3	5,436	8.1
Fremont								
1990	14,161	8.2	30,701	17.7	117,178	67.6	11,299	6.5
2000	15,137	7.4	41,823	20.6	129,486	63.6	16,967	8.4
Hayward								
1990	8,652	7.8	18,984	17.0	72,288	64.8	11,574	10.4
2000	11,011	7.9	30,494	21.8	84,298	60.1	14,227	10.1
Newark								
1990	3,370	8.9	7,379	19.5	25,092	66.3	2,020	5.3
2000	3,062	7.2	9,736	22.9	26,349	62.1	3,324	7.9
Alameda County								
1990	95,446	7.5	207,645	16.2	840,786	65.7	135,285	10.6
2000	98,378	6.8	293,866	20.3	903,907	62.6	147,591	10.2
* The age categories for the 2000 Census had two changes. The second age category changed from 5 - 17 to 5 - 19, and the third age category from 18 - 64 to 20 - 64. The 2000 Census counts were included under the 1990 Census age categories.								
Source: U.S. Census Bureau, 1990 and 2000.								

Race and Ethnicity

Between 1990 and 2000, Union City became more diverse in terms of its racial and ethnic make-up (see Table 9-4). The largest increase came from residents classified as "Asian and Pacific Islander." This group increased from 33.4 of the total population in 1990 to 44.3 of the total population in 2000, thus making them the largest racial/ethnic group in the city. The only other group to see a slight increase are those classified as "Other," with an increase of nearly 5,100 new residents. The largest decrease from 1990 to 2000 came in the number of "Whites." Those classified as "Whites" declined from 23,778 or 44.2 percent of the total population in 1990 to 20,198 or 30.2 percent of the total population in 2000. Also declining, were the number of "Blacks," which went from 8.6 percent in 1990 to 6.7 percent in 2000. The category "American Indian, Eskimo, Aleut" remained the same percentage (0.5 percent) of total population (see Figure 9-3). The number of residents under the "Hispanic/Latino" category remained constant at approximately 24 percent of the entire population.

TABLE 9-4
POPULATION CHANGE BY RACE AND ETHNIC GROUP
Union City
1990 - 2000

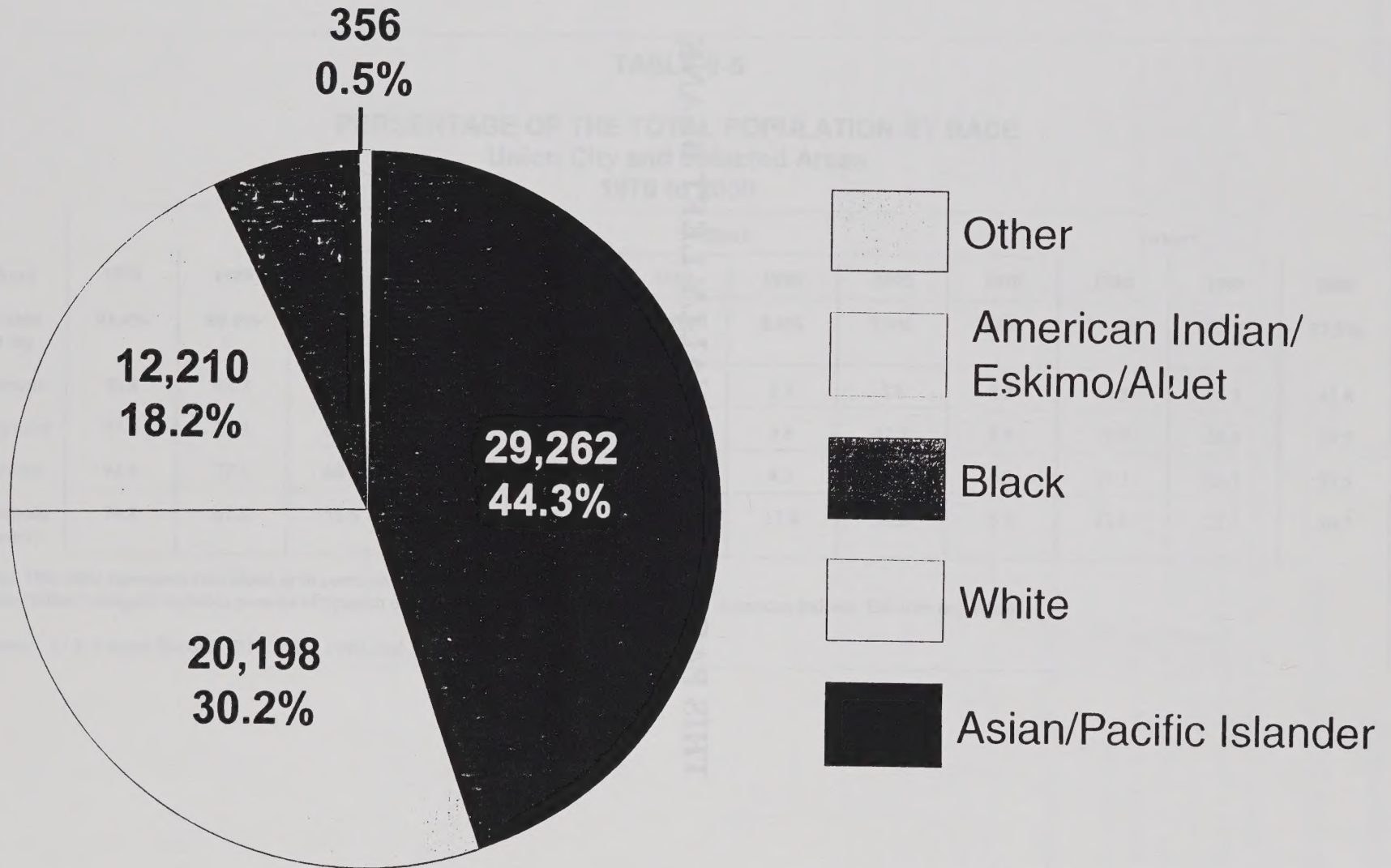
Group	1990		2000		Change	
	Number	Percentage	Number	Percentage	Number	Percentage
White	23,778	44.2	20,198	30.2	-3,580	-14.0
Black	4,605	8.6	4,479	6.7	-126	-1.9
American Indian, Eskimo, Aleut	303	0.5	356	0.5	53	0.0
Asian and Pacific Islander	17,945	33.4	30,371	44.3	12,426	12.0
Other	7,131	13.3	12,210	18.2	5,079	4.9
Totals	53,762	100.0	67,614	100.0	13,852	-
Hispanic /Latino*	13,387	24.9%	16,020	24.0%	2,633	-0.9

* The Hispanic/Latino ethnic group is considered multi-racial and therefore does not have its own racial category.

Source: U.S. Census Bureau, 1990 and 2000.

As indicated in Table 9-5, Union City had a more diverse population in 2000 than did neighboring cities and the county as a whole. Table 9-5 shows that in 2000 Union City was home to a large group of non-whites, with this group having accounted for nearly 65.1 percent of the total population in 2000. This percentage was larger than the corresponding groups in neighboring cities and the county.

Figure 9-3
Union City's 2000 Racial Population



Note: See Table 9-4 for number and percentage of Hispanic/Latino population.

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TABLE 9-5

**PERCENTAGE OF THE TOTAL POPULATION BY RACE
Union City and Selected Areas
1970 to 2000**

Area	White				Black				Other*			
	1970	1980	1990	2000	1970	1980	1990	2000	1970	1980	1990	2000
Union City	93.4%	60.2%	44.2%	34.9%	1.1%	8.4%	8.6%	7.6%	5.5%	31.4%	47.2%	57.5%
Fremont	96.8	83.7	70.7	52.4	0.4	2.5	3.8	3.8	2.8	13.8	25.5	43.8
Hayward	93.8	75.4	61.8	48.2	1.8	5.7	9.8	12.3	4.4	18.9	28.3	39.5
Newark	94.6	77.1	68.9	57.8	0.7	3.6	4.3	4.7	4.8	19.3	26.7	37.5
Alameda County	79.8	67.8	59.6	53.1	15.0	18.4	17.9	16.2	5.2	13.8	22.5	30.7

Note: This table represents race alone or in combination with one or more races.

* The "Other" category includes persons of Spanish origin; Asians and Pacific Islanders; and American Indians, Eskimos and Aleuts.

Source: U.S. Census Bureau, 1970, 1980, 1990, and 2000.

Persons in Group Quarters

Group quarters are generally defined as persons in living arrangements that are not households, including institutions, college dormitories, and boarding houses. In 2000, the Department of Finance estimated that 432 persons were living in group quarters in Union City; the overwhelming majority of these were residents of homes for the elderly (e.g., Masonic Home). Only 0.6 percent of all Union City residents were living in group quarters, compared to 0.7, 1.1, and 2.2 percent of the populations in Fremont, Hayward, and Alameda County, respectively.

Employment and Unemployment

According to ABAG estimates, Union City had a total of 17,130 jobs and 32,700 employed residents in 2000. As Table 9-6 shows, ABAG projects the number of jobs to increase to 18,280 and the number of employed residents to grow to 35,600 by the year 2005. (See jobs/housing balance analysis at the end of Section 9.1.) With the adoption of the Draft General Plan, it is likely that Union City will significantly increase its total number of jobs, nearly 4,000 jobs beyond that projected by ABAG. This job growth will be assisted by an aggressive economic growth strategy that stresses intensification of non-residential land uses.

TABLE 9-6
EMPLOYMENT PROJECTIONS (TOTAL JOBS)
Union City and Neighboring Communities
2000 to 2020

Jurisdiction	Job Type	2000	2005	2010	2015	2020
Union City	Total Jobs	17,130	18,280	19,350	20,190	20,710
	Employed Residents	32,700	35,600	37,900	40,200	42,100
Fremont	Total Jobs	95,190	101,140	114,640	121,660	130,590
	Employed Residents	112,400	121,600	124,300	128,800	134,100
Hayward	Total Jobs	91,120	94,200	101,970	107,200	112,930
	Employed Residents	62,700	65,100	68,100	71,300	75,200
Newark	Total Jobs	18,940	20,770	22,520	24,460	26,560
	Employed Residents	22,100	23,900	25,100	26,200	27,500
Alameda County	Total Jobs	725,790	784,460	848,300	897,300	945,340
	Employed Residents	694,600	743,200	781,500	825,300	871,900

Source: Association of Bay Area Governments, *Projections 2000*.

Table 9-7 shows how unemployment rates in Union City, Alameda County, and statewide varied between 1990 and 2000. As the table indicates, unemployment in Union City was at its lowest (2.2 percent) in 2000. For countywide and statewide unemployment rates, 1993 had the highest rate of unemployment (6.6 percent and 9.4 percent respectively), while 2000 had lowest rate (3.0 percent and 4.9 percent respectively).

TABLE 9-7

CIVILIAN LABOR FORCE UNEMPLOYMENT RATE
Union City, Alameda County, and California
1990-2000

Year	Union City	Alameda County	California
1990	3.0%	4.0%	5.8%
1991	4.0%	5.3%	7.7%
1992	4.8%	6.5%	9.1%
1993	4.9%	6.6%	9.4%
1994	4.5%	6.1%	8.6%
1995	4.3%	5.8%	7.8%
1996	3.7%	5.0%	7.2%
1997	3.3%	4.4%	6.3%
1998	3.1%	4.1%	5.9%
1999	2.5%	3.5%	5.2%
2000	2.2%	3.0%	4.9%

Source: California Employment Development Department, April 2001.

HOUSEHOLD CHARACTERISTICS

Size and Number of Households

The Census Bureau defines a household as a group of people, related or not, living together in a dwelling unit. Table 9-8 shows historic household size information for Union City and neighboring communities from 1970 to 2000. Union City has large households compared to the average for Alameda County and surrounding jurisdictions. Table 9-8 shows that in 1970, Newark had the largest households with 4.08 persons per household. However, over the last 30 years, Union City began to emerge as the jurisdiction with largest household size. In 2000, Union City had a population per household (PPH) of 3.62, significantly higher than the second highest PPH in Newark (3.36). When examining projected household sizes, it appears Union City will likely have a higher PPH than Alameda County and all of the surrounding jurisdictions. In 2020, ABAG projects that Union City will have the largest PPH (3.47) with Newark second (3.34) and Fremont third (3.15).

The relatively high household population reflects Union City's large population of families with children (56 percent of families have children). Of the 3,000 units that have been constructed from 1990 to 2000, 94 percent of the units have three or more bedrooms. Union City's large average family size may be due to extended families.

TABLE 9-8
HOUSEHOLD SIZE
Union City and Selected Areas
1970 through 2000

Year	Union City	Fremont	Hayward	Newark	Alameda County
<i>Historical</i>					
1970	3.82	3.75	3.27	4.08	2.84
1980	3.28	2.96	2.68	3.49	2.53
1985	3.36	2.94	2.65	3.39	2.55
1990	3.39	2.86	2.75	3.15	2.59
1995	3.47	2.95	2.81	3.20	2.67
<i>Projected</i>					
2000 (Census)	3.57	2.96	3.26	3.08	2.71
2000 (DOF)	3.62	3.07	2.92	3.36	2.78
2005	3.71	3.19	2.96	3.48	2.87
2010	3.68	3.17	2.96	3.46	2.86
2015	3.56	3.16	2.96	3.39	2.84
2020	3.47	3.15	2.92	3.34	2.82
Sources: U.S. Census Bureau, 1970 and 2000; Department of Finance 1980-1985; Association of Bay Area Governments, 1990-2020.					

Table 9-9 shows the number and percentage of very-large households (six- or more persons) in 1990. The high percentage of very large households in Union City when compared to neighboring jurisdictions and the county is noteworthy.

TABLE 9-9
HOUSEHOLDS WITH SIX OR MORE PERSONS
Union City and Selected Areas
1990

Area	Number of Households	Percentage of Total Households
Union City	1,826	11.5
Fremont	2,473	4.1
Hayward	2,289	5.7
Newark	939	7.8
Alameda County	22,021	4.6

Source: U.S. Census Bureau, 1990.

Household Income

The 1990 Census reported Union City median household income to be \$46,988. Table 9-10 shows median income in Union City and other areas in 1980 and 1990. Household income increased by 95 percent in Union City during the 1980s. Fremont showed the greatest increase in income with a 102.6 percent change from 1980 to 1990, while the lowest growth in income was in Hayward with a growth of 80.4 percent. According to the U.S. Census Bureau, Union City residents have been, and are expected to remain, more wealthy than Alameda County and Hayward residents but not as wealthy as residents of Fremont. Union City is estimated to eventually surpass Newark's median income by the year 2020.

TABLE 9-10
ANNUAL HOUSEHOLD INCOME
Union City and Selected Areas
1980-1990

Area	1980	1990	Percentage Change
Union City	\$24,093	\$46,988	95.0%
Fremont	25,342	51,231	102.6
Hayward	19,987	36,058	80.4
Newark	26,368	50,471	91.4
Alameda County	18,700	37,544	100.8

Source: U.S. Census Bureau, 1980 and 1990.

The California Department of Housing and Community Development has defined four income categories for administering housing programs. These categories serve to measure income distribution for comparisons among and within local jurisdictions. The income categories are defined as very-low (less than 50 percent of median household income for households in a given geographic area), low (50-80 percent of an area's median household income), moderate (81-120 percent of median income), and above-moderate (over 120 percent of median income). Various income levels are assigned to the income categories depending on household size, but use of the categories for comparative and related analyses is based on four-person households.

The California Department of Housing and Community Development (HCD) estimates that the 2001 Alameda County median household income is \$71,600 per year (for a family of four). Based on the HCD median household income figure and the HCD income categories described above, very low-income households earn less than \$35,800 per year. Low-income households earn \$35,800-\$53,850; moderate-income households have incomes of \$53,850-\$85,900; and above moderate-income households earn over \$85,900.

According to ABAG estimates, Union City has a 2000 mean household income of \$71,600, up \$8,700 from 1990. Table 9-11 shows estimates of mean income in Union City and other areas in 1990 and 2000 and gives projections through 2020. Household income was estimated to have increased by 13.8 percent in Union City during the 1990s. Between 2000 and 2020, ABAG projects Union City's mean income to increase by \$16,400, an increase of 22.9 percent. Union City's projected growth in income is expected to be the second highest, just behind Alameda County's growth of 23.2 percent.

TABLE 9-11
HISTORICAL AND PROJECTED MEAN HOUSEHOLD INCOME
Union City and Selected Areas
1990-2020

Area	1990	2000	2010	2020	1990-2020 Percentage Change
Union City	62,900	71,600	82,200	88,000	22.9
Fremont	71,700	85,000	95,900	103,200	21.4
Hayward	51,500	57,900	63,300	67,300	16.2
Newark	65,400	72,900	82,400	87,600	20.2
Alameda County	57,200	66,800	76,400	82,300	23.2

Source: Association of Bay Area Governments, *Projections 2000*.

HOUSEHOLDS WITH SPECIAL NEEDS

Within the general population there are several groups of people who have special housing needs. These needs can make it difficult for members of these groups to locate suitable housing. The following subsections discuss these special housing needs of five of the six groups identified in State housing element law (Government Code, Section 65583(a)(6)). (The sixth special needs category — farmworkers — was excluded since there is not a significant presence of farmworkers in Union City.) Specifically, these include senior households, persons with disabilities, large households, single-headed households, and the homeless. Where possible, estimates of the population or number of households in Union City falling into each group are presented.

Senior Households

Senior households are defined as households with one or more persons over the age of 65. To date (March 2002), the 2000 Census has not yet reported on the number of households headed by a senior. However, information is available on the number of persons over the age of 65 years as well as the number of households in which a person over the age of 65 resides. This information is presented in Table 9-12 below. Over 20 percent of all households in Union City included one or more senior individuals, and 8.1 percent of all persons living in Union City are seniors. Approximately 59 percent of the senior population is female.

In general, most senior households consist of a unmarried/widowed elderly person living alone, or a married couple. In comparison, among non-senior households, a smaller percentage of these households consist of a lone resident. This information suggests that housing developments for senior households should contain larger proportions of smaller housing units than projects intended for the general population.

TABLE 9-12 NUMBER OF SENIORS City of Union City 2000	
Category	Number/ Percent
Number of Persons 65 and Over	5,436
Seniors as a Percentage of the Total Population	8.1%
Percentage Male	40.9%
Percentage Female	59.1%
Number of Households with Individuals 65 Years and Over	3,867
Percentage of All Households	20.7%
Source: U.S. Census Bureau, 2000.	

As of 1990, the majority of senior households in Union City were homeowners. Of all 1990 households headed by persons of 65 years of age or older, 74.6 percent owned their homes and 25.4 percent rented.

TABLE 9-13
SENIOR AND NON-SENIOR HOUSEHOLDS
City of Union City
1990

Household Type and Tenure (1)	Number	Percent
Senior-Headed Households	1,672	100.0%
Renter	424	25.4%
Owner	1,248	74.6%
Households Headed by a Non-Senior Person	14,029	100.0%
Renter	4,693	33.5%
Owner	9,336	66.5%
(1) Based on occupied housing units.		
Source: U.S. Census Bureau, 1990.		

Approximately 33 percent of all non-senior households are renters. However, one critical difference between senior-headed renter households and renter households below the age of 65 years is the percentage of total income paid for rent. As of 1990, approximately 62 percent of all senior renter households paid 30 percent or more of their incomes for rent in comparison to 41 percent of non-senior renter households.

TABLE 9-14
COMPARISON OF COST BURDENS BY AGE AND TENURE
City of Union City
1990

Age Category	Total Renters	Cost Burden Greater than 30%		Total Homeowners	Cost Burden Greater than 30%	
	Number	Number	Percentage	Number	Number	Percentage
15 - 64 years	4,670	1,908	40.9%	8,095	2,948	36.4%
65 years and over	418	259	62.0%	782	147	18.8%
Total	5,088	2,167	42.6%	8,877	3,095	34.9%

Sources: 1990 Census; Vernazza Wolfe Associates, Inc.

This data contained in Table 9-14 indicates that there is need in Union City for programs to assist senior renters. Although there are more senior homeowners, it is the renters who experience the greatest housing needs due to fixed incomes. Senior homeowners, often on fixed incomes as well, however, do face the problem of maintaining their homes.

Union City has two affordable, privately-owned senior rental projects: 1) Vintage Court Senior Apartments (125 units), owned by a for-profit partnership and financed through Low-Income Housing Tax Credits and 2) Rosewood Terrace (44 units), owned by a local nonprofit development corporation, Eden Housing, Inc., and financed under HUD's Section 202 program as well as \$2.4 million of the City's redevelopment housing funds and \$400,000 of HOME funds.

Eden Housing, Inc. is developing 40 additional very low-income independent senior units as a second phase to Rosewood Terrace. Eden has obtained a reservation for funding under HUD's 202 program, and the project will be ready for occupancy in late 2004. The third and final phase, which is already being planned, will include an additional 105 units. The units will be targeted to frail seniors as assisted-living and Alzheimer units with additional support services provided.

The Alameda County Housing Authority owns and operates two public housing projects for seniors and disabled people in Union City — Dyer Complex, and Nidus Court. These complexes provide a total of 100 one-bedroom units.

As indicated above, the number of affordable housing units for seniors includes 169 privately-owned subsidized housing units, and 100 units of public housing. However, demand is far greater than supply. The waiting list for Vintage Court includes 650 households, and 190 households are on the list for Rosewood Terrace. As of July 2001, 212 applicants are on the Housing Authority's one-bedroom conventional waiting list. The total of households waiting for affordable senior housing in Union City is 1,052, and currently there are only 269 affordable subsidized apartments.

According to statistics from the Social Security Administration, as of December 1996, there were 1,277 Supplemental Security Income (SSI) recipients 65 years of age and older in Union City. SSI is a needs-based program that pays monthly benefits to persons who are 65 or older, blind or have a disability. Seniors who have never worked or have insufficient work credits to qualify for Social Security disability often receive SSI benefits. In fact, SSI is the only source of income for a number of low-income seniors. With the maximum monthly benefit currently \$712, SSI recipients are likely to have difficulty finding housing that fits within their budgets since they could afford to pay only \$214 for rent.

Union City's Recreation Supervisor, whose office is located in the City's new Ralph and Mary Ruggieri Senior Center, provided additional information on seniors' housing needs. He reports that obtaining affordable housing is a major concern of the center's constituents and that they are eagerly awaiting the opening of the second phase of the Senior Village Housing. Staff at the senior center receives up to 24 inquiries per week from seniors looking for housing they can afford. Staff refers seniors to the housing projects mentioned above and provides lists of housing in nearby cities with the caveat that waiting lists for subsidized housing in the City and throughout southern Alameda County are long and the wait could last several years.

Senior Center staff also mentioned that homelessness is a real threat for low-income seniors. Center staff sees at least 20 seniors per year who are homeless and in need of emergency shelter and services. Referrals are made to the Centro de Servicios and the Tri-County Homeless Coalition, which are described below.

Persons with Disabilities

Since obtaining complete data on Union City's disabled population is very difficult, information on persons with disabilities was derived from the 1990 U.S. Census. (2000 Census data on disabilities are not yet available.) With regard to disability status, the 1990 U.S. Census provides information on whether persons 16 years of age or older have a mobility problem, self-care limitation or both.

TABLE 9-15
MOBILITY/SELF-CARE LIMITATION - PERSONS 16 YEARS AND OLDER
City of Union City
1990

Age	16-64 Years		65-74 Years		75 Years and Older		Total Population 16 Years and Older	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Mobility/Self-Help Limitation	2,243	6.3%	440	20.0%	404	37.5%	3,087	7.9%
No Limitation	33,443	93.7%	1,759	80.0%	672	62.5%	35,874	92.1%
Total Persons	35,686	100.0%	2,199	100.0%	1,076	100.0%	38,961	100.0%

Sources: U.S. Census Bureau, 1990; Vernazza Wolfe Associates, Inc.

In 1990, approximately 92 percent of Union City's population 16 years of age or older had no self-care or mobility limitation. However, when this same information is separated by age group, it is clear, that, as the population ages, the incidence of disability increases. Among the population 75 years of age and older (the frail elderly), approximately 37 percent experienced either a self-care or mobility limitation or both. In summary, a total of 3,000 persons who were 16 years or older in 1990 had a mobility limitation, a self-care limitation, or a combination of these conditions.

Although these figures can give a sense of the proportion of the population with different types of disabilities, a much smaller proportion of the population may actually require specially adapted housing to accommodate disabilities.

In addition to these mobility and self-care limitations, there are also developmental disabilities and mental illness. Affordability and on-site services are required elements of adequate housing for a major portion of this population. Information on disabled people and the resources available to them was obtained from social service organizations and is presented below.

- Alameda County's Department of Behavioral Services, serving mentally ill people, reported that 1,100 of their clients resided in Union City as of July 2001.
- The East Bay Regional Center, which serves developmentally disabled people, reported that 335 clients lived in Union City as of July 2001.
- Community Resources for Independent Living (CRIL), a Hayward-based, nonprofit organization, serves people with physical, mental, and developmental disabilities throughout Southern Alameda County. The Tri-City Coordinator for CRIL reports that in 2000/2001 the organization assisted

approximately 43 disabled people from Union City in their search for housing. CRIL staff cites affordability as the primary obstacle to finding adequate housing for their clients, many of whom rely on SSI as their sole source of income. Lack of physical accessibility is another problem faced by CRIL clients looking for housing.

The Tri-City Coordinator reports that the housing situation of most of his clients is dire. The Coordinator sees clients living in unlicensed group homes, paying \$500 a month for homes with inadequate services. Others are sleeping on the couches of friends or relatives, and many are homeless and camping at public campgrounds or living "in the hills."

As the population of Union City increases, CRIL staff fear that homelessness among disabled people will increase. Staff strongly advocates for more affordable accessible housing with services for people with disabilities in Union City.

The statistics for the SSI program also provide information on the number of persons with disabilities who may have housing needs because of their low incomes. As of December 1996, there were 976 SSI recipients in Union City who were receiving benefits because they are disabled and 34 because they are blind.

Households with disabled persons can have a variety of specialized housing needs. Key concerns are to provide the following:

- Adequate access to units and common areas for people with physical disabilities;
- A variety of supportive living arrangements, and
- Access to social services for people with mental or emotional disabilities.

Current building codes incorporate the requirements of the Housing Act of 1988 and the Americans with Disabilities Act. Thus, newer housing will at least meet minimum standards for disabled access. One of the key needs for disabled persons is assistance in retrofitting older homes.

The State Independent Living Council's (SILC) 1998 report, *Independent Living*, provides a perspective on the housing needs of persons with disabilities. SILC polled the independent living centers across the state to determine the major factors that hinder people with disabilities from living independently. The SILC identified housing as a critical issue, as follows:

Housing is a huge problem for most people with disabilities. Not only is there a scarcity of low-income housing located in each community, there is even less barrier-free low-income housing. For individuals who are receiving a total gross income of \$640 on Social Security Income (SSI), paying market rate for any type of apartment or house is a virtual impossibility.

There are no special affordable housing projects solely for persons with disabilities in Union City. Dyer Complex and Nidas Court, the two public housing projects operated by the Alameda County Housing Authority, offer units to both senior and disabled persons. Adrienne Village Apartments has four wheelchair accessible units and Greenhaven, Mission Sierra and Rosewood Terrace each have two accessible units.

In January 2000, the City adopted a Disabled Housing Policy that will be utilized by developers and City staff to achieve higher levels of accessibility for disabled individuals. The goal of the program is to encourage

developers, through design and minor modifications, to increase the number of adaptable and accessible units beyond federal and state mandated levels. The City will stress design issues, such as site access, "sidewalk-to-door" accessibility, and simple internal and external modifications that increase accessibility.

Large Households

Large households require housing units with more bedrooms than housing units needed by smaller households. In general, housing for these households should provide safe outdoor play areas for children and should be located to provide convenient access to schools and child-care facilities. These types of needs can pose problems particularly for large families that cannot afford to buy or rent single family houses, as apartment and condominium units are most often developed with childless, smaller households in mind.

The U.S. Department of Housing and Urban Development (HUD) defines a large household or family as one with five or more members. According to the 1990 Census, 3,613 households, or 23 percent of the total households in Union City, had five or more members. In fact, almost five percent of all households (752) had seven or more members.

This situation creates a problem for those renters who live in multifamily housing, since multifamily rental housing units generally provide one or two bedrooms and not the three or more bedrooms that are required by large families. Thus, for the large families that are unable to rent single family houses, it is likely that these large renter households are overcrowded in smaller units. When planning for new multifamily housing developments, therefore, the provision of three- and four-bedroom units is an important consideration due to the likely demand in Union City for affordable, larger multifamily rental units.

Single-Headed Households

According to the U.S. Census Bureau, a single-headed household contains a household head and at least one dependent, which could include a child, an elderly parent, or non-related child. The 2000 Census information released thus far (March 2002) indicates that there are 2,267 households headed by a female, representing 12.2 percent of all Union City households. Almost one-half of these female-headed households (1,110) have children living with them that are under 18 years of age. (Data on the number of male single-headed households is not yet available.)

Due to lower incomes, single-headed households often have more difficulties finding adequate, affordable housing than families with two adults. Also, single-headed households with small children may need to pay for childcare, which further reduces disposable income. This special needs group will benefit generally from expanded affordable housing opportunities. More specifically, the need for dependent care also makes it important that housing for single-headed families be located near childcare facilities, schools, recreation programs, youth services, medical facilities, or senior services.

Homeless

It is very difficult to quantify the homeless population in a given community due to the lack of current (2000) census data. Conversations with agencies operating emergency shelters and transitional housing in the Tri-City area and Hayward and with service agencies reveal the following about the homeless population in Union City:

- ***Centro de Servicios***, Union City: This nonprofit corporation is a major service provider for the homeless population. The center provides basic necessities such as food, clothing, and blankets as well as referrals, counseling and workshops to its clients. The organization's major source of funding is Union City's CDBG Program.

Staff estimates that they assist at least five homeless or at-risk clients per week from Union City. Most of these clients are Latino. Many live in substandard housing, in their cars, or at local parks and campgrounds. Staff makes referrals to nearby shelters, especially Sunrise Village in Fremont and Second Chance in Newark. Staff reports that these shelters always have waiting lists and rarely can assist clients with immediate needs.

- ***Second Chance***, Newark: This emergency shelter has 30 beds for single men and women, and for families. Supportive services are provided on-site. For 2000/2001, approximately 700 people were served. Staff reports that approximately 10 percent, or 70 people, were from Union City.
- ***Tri-City Homeless Coalition***, Fremont: This private nonprofit organization operates the following transitional housing, shelters, and outreach programs:

- ***Sunrise Village***: This transitional housing facility in Fremont was built in 1993 and is considered to be state-of-the-art. It includes 30 beds for single adults and 10 rooms for families. Also on-site are a licensed childcare facility, a computer lab, and offices and rooms for supportive services. In 2000/2001, the facility served 400 individuals. Approximately 200 were from the City of Union City.

- ***Transitional Housing in Union City***: A triplex owned by the TCHC is located in the Decoto district and opened in 1999. As of July 2001, the first three families were just graduating from a HUD-funded mandatory job training program and moving into permanent housing.

- ***HOPE Homeless Outreach Program***: Tri-City Homeless Coalition has an office/mobile unit that is parked in front of the Centro de Servicios in Union City once a week. An interdisciplinary team provides a spectrum of services to homeless people and serves an average of fifty people a month.

- ***Winter Relief Program***: This program operates from October through March and is sponsored by seven Fremont and Newark-based churches that provide shelter and day programs for homeless people in the Tri-City area.

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- ***Winter Relief Program***: This program operates from October through March and is sponsored by seven Fremont and Newark-based churches that provide shelter and day programs for homeless people in the Tri-City area.

- **Family Emergency Shelter Coalition (FESCO)**, Hayward: This emergency shelter has 24 beds and serves families with children. During the last fiscal year six families from Union City were served.
- **Emergency Shelter Program**, Hayward: This facility has 40 beds for homeless women and children and victims of domestic violence. During the last fiscal year staff reports they served seven families from Union City.
- **Human Outreach Agency**, Hayward: This agency serves single men and has 18 beds. Staff estimates that five to six homeless men from Union City are served each year.

The shelter providers listed above report that they have zero vacancy rates and are forced to turn homeless adults and families away on a weekly basis. The City of Union City is working in collaborative efforts with service providers and the County of Alameda to mitigate this problem through its ongoing funding of the Tri-City Coalition, Centro de Servicios, and Shelter Against Violent Environments (SAVE) as well as its participation in the Alameda County-wide Homeless Continuum of Care Working Group.

HOUSING CHARACTERISTICS

Housing Stock

Housing stock growth in Union City has been substantial, as shown in Table 9-16. The city's housing supply has multiplied over 11 times since 1960.

TABLE 9-16 HOUSING STOCK GROWTH Union City 1960-2000		
Year	Total Units	Percent Change
1960	1,702	-
1970	3,913	129.9%
1975	9,910	153.3%
1980	12,333	24.5%
1985	14,471	17.3%
1990	15,636	8.1%
1995	17,188	9.9%
2000	19,042	10.8%

Sources: U.S. Census Bureau, 1960 and 1970; Special State Certified Census, October 1975; California Department of Finance, 2000.

Table 9-17 shows that housing supply has expanded at a faster rate in Union City than in other surrounding jurisdictions in two decades: 1970 to 1980 and 1990 to 2000. Only during the period between 1980 and 1990 did other communities such as Fremont and Newark have higher growth rates than Union City. Between 1980 and 1990, housing stock growth averaged 2.7 percent annually versus 3.5 percent in Fremont and 3.0 percent in Newark.

TABLE 9-17

**HOUSING STOCK GROWTH
Union City and Selected Areas
1970-2000**

Year	Union City		Fremont		Hayward		Newark		Alameda County	
	Units	Growth *	Units	Growth *	Units	Growth *	Units	Growth *	Units	Growth *
1970	3,913	--	27,305	--	28,680	--	6,801	--	n/d	--
1980	12,333	13.6%	45,486	5.8%	35,655	2.5%	9,460	3.7%	444,607	--
1990	15,636	2.7%	62,152	3.5%	42,136	1.9%	12,342	3.0%	506,449	1.5%
2000 (DOF)	19,042	2.2%	69,616	1.3%	44,991	0.7%	13,152	0.7%	536,495	0.6%
2000 (Census)	18,887	1.9%	68,237	0.9%	44,804	0.6%	12,992	0.5%	540,183	0.7%

* Annually compounded growth rate.

Sources: U.S. Bureau of the Census, 1970 and 2000; California State Department of Finance, 1980 to 2000.

Table 9-18 shows housing units, by type, built in Union City between 1960 and 2000. In 1960 and 1970, Union City's housing stock was made up overwhelmingly of single family units. Between 1980 and 2000, Union City began to dramatically expand its multi-family housing stock. In 2000, Union City was roughly 75 percent single family and 25 percent multi-family (including mobilehomes). Over the last five years (1995-2000), the greatest type of growth was the number of single family detached homes while single family attached units showed no growth and mobilehomes grew by only five units. Table 9-19 shows that Union City has a wide range of housing types relative to nearby cities and the county.

TABLE 9-18

HOUSING UNITS BY TYPE
Union City
1960-2000

Date	Single-Family Detached		Single-Family Attached		Multi-Family 2 to 4 Units		Multi-Family 5 or more Units		Mobilehomes		Total Units
	Units	% of Total	Units	% of Total	Units	% of Total	Units	% of Total	Units	% of Total	
1960 ¹	1,646	96.7%	--	-- %	--	-- %	56	3.3%	--	-- %	1,702
1970 ¹	3,295	84.2	--	--	--	--	305	7.8	313	8.0	3,913
1980	7,392	59.9	1,413	11.5	1,285	10.4	1,521	12.3	722	5.9	12,333
1985	8,850	61.2	1,561	10.8	1,321	9.1	2,017	13.9	722	5.0	14,471
1990	9,227	59.0	1,561	10.0	1,357	8.7	2,767	17.7	724	4.6	15,636
1995	10,238	60.1	2,245	13.2	1,072	6.3	2,535	14.9	934	5.5	17,024
2000	12,013	63.1	2,245	11.8	1,092	5.7	2,753	14.5	939	4.9	19,042

¹The 1960 and 1970 censuses did not disaggregate single family or multi-family units into subgroups.

Sources: U.S. Bureau of the Census, 1960 and 1970; California State Department of Finance, 1980 to 2000.

TABLE 9-19

HOUSING UNITS BY TYPE
Union City and Selected Areas
2000

Area	Single-Family Detached		Single-Family Attached		Multi-Family 2 to 4 Units		Multi-Family 5 or more Units		Mobilehomes		Total
	Units	% of Total	Units	% of Total	Units	% of Total	Units	% of Total	Units	% of Total	Units
Union City	12,013	63.1%	2,245	11.8%	1,092	5.7%	2,753	14.5%	939	4.9%	19,042
Fremont	42,158	60.6%	6,381	9.2%	2,054	3.0%	18,240	26.2%	783	1.1%	69,616
Hayward	22,307	49.6%	3,009	6.7%	3,108	6.9%	14,281	31.7%	2,286	5.1%	44,991
Newark	9,002	68.5%	1,378	10.5%	653	5.0%	2,104	16.0%	15	0.1%	13,152
Alameda County	285,257	53.2%	34,221	6.4%	60,473	11.3	149,584	27.9%	6,960	1.3%	536,495

Source: California Department of Finance, 2000.

Table 9-19 shows that Union City has a relatively high percentage of single family units when compared to surrounding jurisdictions. In 2000, Union City's housing stock was approximately 75 percent single family units, which is second to only Newark (79 percent) in terms of largest amount of single family units. Alameda County, Fremont, and Hayward showed the highest percentages of multi-family housing units, with the majority of those units from the "5 or more" category. Union City possesses a relatively high percentage of mobilehomes compared to surrounding jurisdictions. Both Hayward and Union City have roughly five percent of their housing stock made up of mobilehomes, while the other jurisdictions were around 1.3 percent or lower.

Renter/Owner Mix

Table 9-20 shows that the number of renter occupied units in Union City is relatively low compared to surrounding jurisdictions. In 2000, nearly 29 percent of Union City's units were renter occupied. Of the four surrounding jurisdictions, only Newark had a lower percentage of renter occupied units than Union City.

TABLE 9-20
HOUSING UNITS BY TENURE
Union City and Selected Areas
1980-2000

Area	Owner Occupied		Renter Occupied	
	Number	Percentage	Number	Percentage
Union City				
1980	8,381	70.3	3,544	29.7
1990	10,584	67.4	5,117	32.6
2000	13,291	71.3	5,351	28.7
% Change	26.3%	--	44.4%	--
Fremont				
1980	29,093	65.9	15,032	34.1
1990	38,865	64.6	21,333	35.4
2000	44,033	64.5	24,204	35.5
% Change	33.6%	--	41.92%	--
Hayward				
1980	18,934	54.7	15,666	45.3
1990	20,667	51.5	19,450	48.5
2000	23,824	53.2	20,980	46.8
% Change	9.2%	--	24.2%	--
Newark				
1980	7,125	77.3	2,091	22.7
1990	8,672	72.18	3,343	27.8
2000	9,175	70.6	3,817	29.4
% Change	21.71%	--	59.9%	--
Alameda County				
1980	226,137	53.1	199,955	46.9
1990	255,459	53.3	224,059	46.73
2000	286,177	54.7	237,089	45.3
% Change	13.0%	--	12.05%	--
Source: U.S. Census Bureau, 1980, 1990, and 2000.				

Multi-family housing, such as duplexes, triplexes, and larger housing complexes, has traditionally been viewed as rental housing. With the advent of condominiums in the early 1970s, the traditional association between housing type (multi-family in this case) and tenure (rental housing in this case) became blurred. The advent of condominiums, combined with rising homeownership costs in the late 1970s (often resulting in households renting single-family homes), resulted in 1980 and 1990 census data reflecting a new relationship between housing tenure and type. For example, nearly 30 percent of all the units in Union City occupied by renter households from 1980 to 2000 were single family detached units, traditionally viewed as ownership housing. Clearly, it is no longer appropriate to assume the traditional relationship between housing type and tenure.

Table 9-21 provides some insight into the tenure status of condominiums in Union City and other areas. Generally perceived as ownership housing, condominiums in Union City in 1980 were occupied by more renter households than elsewhere. However, in 1990, Union City's share of renter occupied condominiums was lower than Hayward and Alameda County. While in recent years the trend has turned toward increased owner-occupancy of condominiums, the degree to which condominiums serve as rental housing indicates the strong demand for rental housing in the area.

TABLE 9-21
OCCUPIED UNITS BY TYPE AND TENURE
Union City and Selected Areas
1980 and 1990

Area	Total Renter Occupied Units ¹		Renter Occupied Condominiums ²	
	1980	1990	1980	1990
Union City	29.7%	32.6%	43.6%	36.3%
Fremont	34.1	35.4	38.5	33.9
Hayward	45.3	48.5	31.9	47.4
Newark	22.7	27.8	41.2	25.7
Alameda County	46.9	46.73	31.1	38.5

¹The number of renter-occupied units as a percent of total occupied units.

²The number of renter-occupied condominiums as a percent of all occupied condominium units.

Source: U.S. Census Bureau, 1980 and 1990.

Table 9-22 shows that two- and four-person households made up the largest percentage of units for both renters and owners. Two- and four-person households combined constituted approximately 42.0 percent of all renter households and 46.8 of all owner occupied households.

TABLE 9-22
OCCUPIED HOUSING UNITS BY TENURE BY PERSONS PER UNIT
Union City
1990

Persons in Unit	Renters		Owners		Total Units
	Units	Percent	Units	Percentage	
1	808	15.8%	1,195	11.3%	2,003
2	1,193	23.3%	2,586	24.4%	3,779
3	916	17.9%	2,018	19.1%	2,934
4	955	18.7%	2,365	22.4%	3,320
5	611	11.9%	1,288	12.2%	1,899
6	324	6.3%	605	5.7%	929
7	310	6.1%	527	5.0%	837
Total	5,117	100.0%	10,584	100.0%	15,701

Source: U.S. Census Bureau, 1990.

Overcrowding

One way for households to cut housing and utility costs is to add members to the household who can contribute to paying for these costs. This can lead to overcrowding with resulting impacts on City services and the general quality of life.

The Census Bureau defines an overcrowded dwelling unit as one that has more than one person per room, not counting kitchens and bathrooms. The amount of overcrowded housing is an indication of unmet housing need, since the lack of affordable housing typically forces people to live in smaller units or "double up" by sharing housing with other individuals or families. In 1990, 2,350 Union City dwelling units, or nearly 15 percent of all units, had more than one person per room (Table 9-23). This rate is higher than that of the nearby cities and the county. Furthermore, the number of overcrowded units increased by 1,340 units, more than doubling the number of overcrowded units reported in the 1980 census. All other jurisdictions shown in the Table 9-23 experienced an increase in both the number and percentage of overcrowded units.

While there are no available statistics that report overcrowding by type of housing for Union City, statewide data suggest that renters are disproportionately affected by overcrowding. The *1998 California Statewide Housing Plan (Phase II)* reports that in 1990 a majority (57.7 percent) of all households with six or more members are overcrowded. Although most large households are owners, two-thirds of overcrowded households were rented. Furthermore, a far smaller percentage of rental units than owner-occupied units have six or more rooms. The profile of overcrowding is probably very similar to Union City as it is statewide.

TABLE 9-23

OCCUPIED UNITS WITH MORE THAN ONE PERSON PER ROOM*
Union City and Selected Areas
1970 - 1990

Year	Fremont		Hayward		Newark		Union City		Alameda County	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent
1970	2,042	7.7	2,323	8.3	1,289	19.4	590	15.4	23,751	6.5
1980	1,638	3.7	1,892	5.5	669	7.3	1,010	8.5	20,149	4.5
1990	4,150	6.8	4,414	11.0	1,156	9.6	2,350	15.0	39,439	9.0
'80-'90 Change	2,512	153.4	2,522	133.3	487	72.8	1,340	132.7	19,290	95.7

*Habitable rooms are used to determine number of rooms with more than one person per room. Bathrooms and kitchens are not counted as habitable rooms.

Source: U.S. Bureau of the Census, 1970, 1980, and 1990.

Housing Age and Conditions

Maintenance and age of the housing stock characterize its condition. Union City's housing stock is relatively new. As of 2000, 79.3 percent of all units were built in 1970 or later. Nearly 41 percent of Union City's housing units were built between 1970 and 1980. By contrast, only 36.7 percent of the county's housing stock was built after 1969 (Table 9-38).

TABLE 9-24
YEAR-ROUND HOUSING UNITS BY PERIOD BUILT
Union City and Alameda County
2000

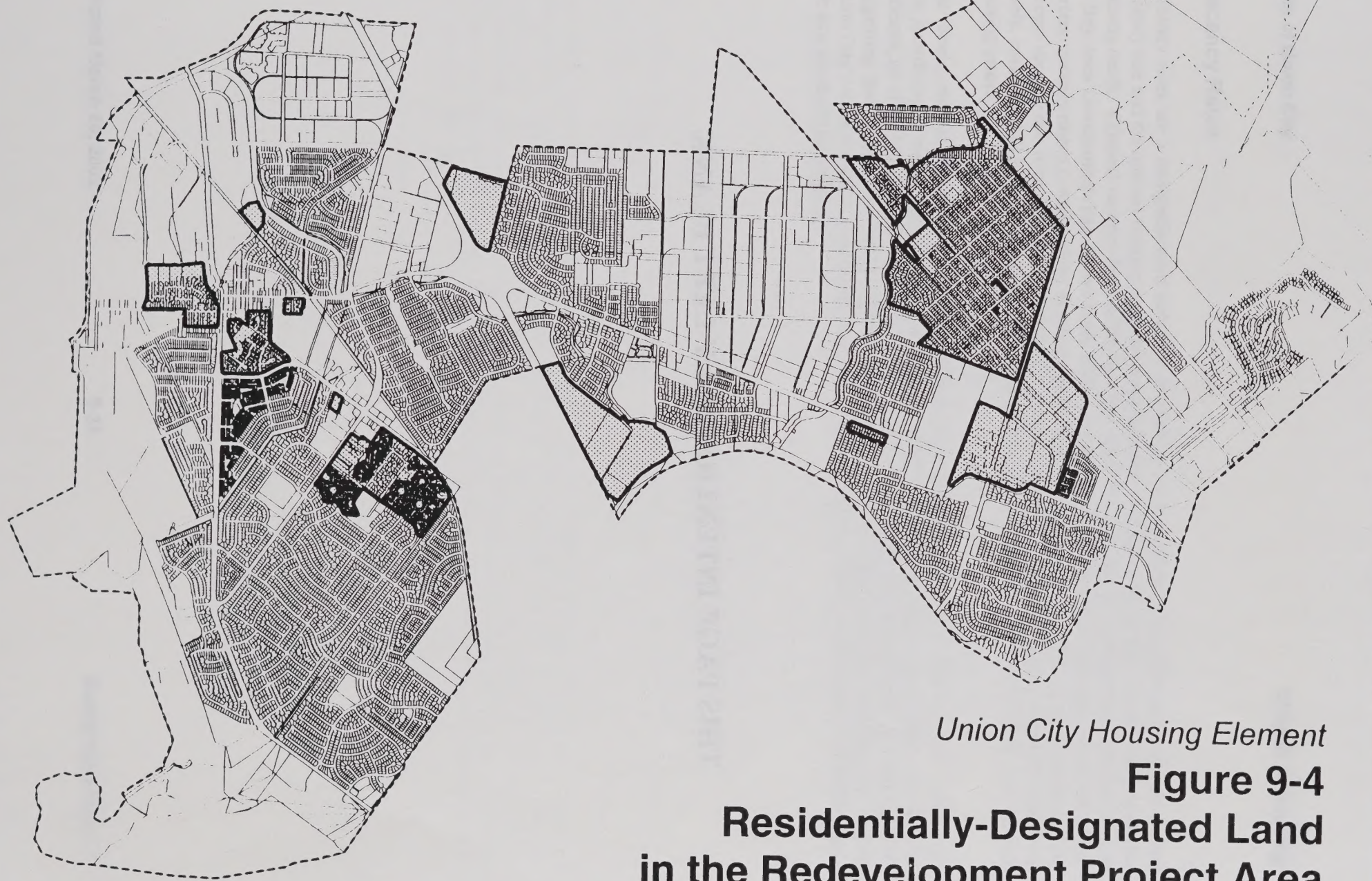
Period	Union City		Alameda County	
	Number	Percent	Number	Percent
1939 or earlier	244	1.25%	112,091	20.46%
1940 to 1949	207	1.06%	59,197	10.81%
1950 to 1959	1,036	5.33%	83,833	15.30%
1960 to 1969	2,523	12.98%	91,535	16.71%
1970 to 1979	7,952	40.90%	80,353	14.67%
1980 to 1990*	4,297	22.10%	77,100	14.07%
1990-2000	3,184	16.38%	43,748	7.99%

*March 1990.

Source: U.S. Bureau of the Census, 1990 and 2000; Union City Community Development Department, 1991 to 2000.

Because Union City's housing stock is relatively young, the overall condition of housing is good. Housing in need of rehabilitation and/or replacement tends to be concentrated within the City's Redevelopment Agency boundaries, most notably the Decoto and Old Alvarado neighborhoods. In 1999, the City conducted a survey of dilapidated or substandard housing in both areas. The City identified 40 units in the Decoto area and 10 units in the Old Alvarado area in need of significant rehabilitation. These units were identified based on visual exterior, and in most cases, interior inspection. Homes showing noticeable signs of decay, such as broken or boarded up windows, cracks or large holes in walls, broken steps, missing hand rails, etc., were identified and homeowners were approached and offered help in obtaining government assistance (e.g., rehabilitation loans through the City).

According to City Staff observations, housing quality outside the redevelopment area is quite good, with a large proportion of newer homes. The only dwelling units requiring substantial rehabilitation were found within the Redevelopment Area (see Figure 9-4).



Union City Housing Element
Figure 9-4
Residentially-Designated Land
in the Redevelopment Project Area

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Vacancy Rates

Vacancy rates are a straightforward indicator of existing housing need. The difference between current vacancy rate and the optimal vacancy rates is a good measure of whether the market is responding to overall housing needs. Optimal vacancy rates differ between rental housing and for-sale housing. The Association of Bay Area Governments has set two rates as the regional vacancy objective. For rental housing, a five-percent vacancy rate is considered necessary to permit ordinary rental mobility. For for-sale housing, a two-percent vacancy rate is considered the threshold to permit ordinary mobility. If vacancy rates are below these levels, residents will have a difficult time finding appropriate units and competition for units will drive up housing prices.

The vacancy rates in Union City and the surrounding area made a slight drop from 1990 to 2000. Overall, the five jurisdictions, including Union City described in Table 9-25 show low vacancy rates. As the table indicates, all of the jurisdictions listed had very low vacancy rates (between one and three percent) in 2000, suggesting that the regional supply was insufficient. Considering California's 2000 vacancy rate is 7.41, Union City's vacancy rate is considered very low. Currently (March 2002), vacancy rates are beginning to rise as a result of the recession.

Jurisdiction	1990	1995	2000	2002
Union City	1.5%	1.5%	1.5%	1.5%
Alameda County	1.5%	1.5%	1.5%	1.5%
Contra Costa County	1.5%	1.5%	1.5%	1.5%
San Francisco	1.5%	1.5%	1.5%	1.5%
San Mateo County	1.5%	1.5%	1.5%	1.5%
California	7.41%	7.41%	7.41%	7.41%

TABLE 9-25 HOUSING UNITS BY OCCUPANCY Union City and Selected Areas 1980-2000			
Area	Occupied Units	Vacant Units	Total Percent Vacant
Union City			
1980	11,925	394	3.3%
1990	15,701	558	3.6%
2000	18,642	235	1.3%
Fremont			
1980	44,125	1,323	3.0%
1990	60,198	2,202	3.7%
2000	68,237	1,215	1.7%
Hayward			
1980	34,600	1,211	3.5%
1990	40,117	2,099	5.2%
2000	44,804	1,118	2.4%
Newark			
1980	9,216	239	2.6%
1990	12,015	269	2.2%
2000	12,992	158	1.2%
Alameda County			
1980	426,092	17,725	4.2%
1990	479,518	24,591	5.1%
2000	523,366	16,817	3.1%
Source: U.S. Census Bureau, 1980, 1990, and 2000			

COST OF OWNERSHIP HOUSING

Housing affordability depends on both the cost of housing and local income characteristics. The 1990 Census reported the median value of owner-occupied, non-condominium units in Union City at \$228,900, which was the second highest of surrounding communities behind Fremont (\$264,300) (Table 9-26). The percentage increase in housing costs was roughly similar to that of other areas between 1980 and 1990.

TABLE 9-26
MEDIAN HOUSING VALUE FOR NON-CONDOMINIUM UNITS
Union City and Selected Areas
1970-1990

Area	1970	1980	1990	'80-'90 Percentage Change	'80-'90 Compounded Annual Growth
Union City	\$24,319	\$88,900	228,900	157.5%	9.92%
Fremont	24,507	93,000	264,300	184.2	11.01
Hayward	22,640	75,700	184,500	143.7	9.32
Newark	23,087	87,500	225,500	157.1	9.93
Alameda County	23,665	85,300	227,200	166.4	10.29

Source: U.S. Bureau of the Census, 1970, 1980, and 1990.

According to the Southern Alameda County Association of Realtors (SACAR), the average selling price of homes sold in Southern Alameda County (Union City, Newark, Fremont, and Hayward) has increased annually since 1995, with an overall increase of 112 percent between 1991 and 2001. In 1999 and 2000, southern Alameda County showed large increases in home prices jumping 15.1 percent between 1998 and 1999 and 31.3 percent between 1999 and 2000. The average selling price for homes sold in the first half of 2001 was \$411,604 (see Table 9-27).

TABLE 9-27 AVERAGE SALES PRICE IN SOUTHERN ALAMEDA COUNTY Union City, Newark, Fremont, & Hayward 1991-2001		
Year	Average Sales Price	Percent Change
1991	\$194,296	--
1992	\$214,705	10.5%
1993	\$212,948	-0.8%
1994	\$209,075	-1.8%
1995	\$210,517	0.7%
1996	\$215,936	2.6%
1997	\$231,637	7.3%
1998	\$250,356	8.1%
1999	\$288,040	15.1%
2000	\$378,203	31.3%
2001	\$411,604	8.8%
Source: Southern Alameda County Association of Realtors, 2001.		

HOUSING OVERPAYMENT

Housing Costs Compared to Ability to Pay

The following section discusses current income levels and ability to pay for housing compared with housing costs. Housing is classified as "affordable" if households do not pay more than 30 percent of income on rent (including monthly allowance for water, gas, and electricity) or monthly mortgage (including taxes). Since above moderate-income households do not generally have problems in locating affordable units, affordable units are frequently defined as those reasonably-priced for households that are low- to moderate-income. Table 9-28 below shows the definition of housing income limits as they are applied to housing units in Union City.

TABLE 9-28

DEFINITIONS OF HOUSING INCOME LIMITS

Very Low-Income Unit is one that is affordable to a household whose combined income is at or lower than 50% of the median income for the Oakland PMSA (Alameda and Contra Costa Counties) as established by the U.S. Department of Housing and Urban Development (HUD). A household of four is considered to be very low-income in Union City if its combined income is \$35,800 or less for the year 2001.

Low-Income Unit is one that is affordable to a household whose combined income is at or between 50% to 80% of the median income for the Oakland PMSA as established by HUD. A household of four is considered to be low-income in Union City if its combined income is \$53,850 or less for the year 2001.

Median Income Unit is one that is affordable to a household whose combined income is at or between 81% to 100% of the median income for the Oakland PMSA as established by HUD. A household of four is considered to be median income in Union City if its combined income is \$71,600 or less for the year 2001.

Moderate-Income Unit is one that is affordable to a household whose combined income is at or between 101% to 120% of the median income for the Oakland PMSA as established by HUD. A household of four is considered to be moderate-income in Union City if its combined income is \$85,900 or less for the year 2001.

Above Moderate-Income Unit is one that is affordable to a household whose combined income is above 120% of the median income for the Oakland PMSA as established by HUD. A household of four is considered to be moderate-income in Union City if its combined income exceeds \$85,900 for the year 2001.

Affordable Units are affordable if households do not spend more than 30% of income on rent (including monthly allowance for water, gas, and electricity) or monthly mortgage. Since above moderate-income households do not generally have problems locating affordable units, affordable units are frequently defined as those reasonably priced for households that are low- to moderate-income.

(Note: 2002 definitions of housing income limits are included in Appendix C of this Housing Element.)

Ability to Pay

As shown in Table 9-29, the 2001 U.S. Department of Housing and Urban Development (HUD) defined family income limits for Very Low-, Low-, and Moderate-Income households in the Oakland PMSA (including Union City) by the number of persons in the household. Table 9-29 also shows maximum affordable monthly rents and maximum affordable purchase prices for homes. For example, a three-person household is classified as Low-Income (80 percent of median) with annual income of up to \$48,450. A household with this income could afford to pay \$1,211 for monthly gross rent (including utilities) or to purchase a \$168,869 house or condominium.

TABLE 9-29

**ABILITY TO PAY FOR HOUSING FOR
VERY LOW-, LOW-, AND MODERATE-INCOME HOUSEHOLDS
City of Union City
2001**

Very Low-Income Households at 50% of 2001 Median Family Income						
Unit	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	5 Bedroom
Number of Persons	1	2	3	4	5	6
Income Level	\$25,050	\$28,650	\$32,200	\$35,800	\$38,650	\$41,550
Max. monthly rent (2)	\$625	\$716	\$805	\$895	\$966	\$1039
Max. purchase price (3)	\$87,310	\$99,857	\$112,231	\$124,778	\$134,712	\$144,819
Low-Income Households at 80% of 2001 Median Family Income						
Unit	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	5 Bedroom
Number of Persons	1	2	3	4	5	6
Income Level	\$37,700	\$43,050	\$48,450	\$53,850	\$58,150	\$62,450
Max. monthly rent (2)	\$943	\$1076	\$1,211	\$1,346	\$1,454	\$1,561
Max purchase price (3)	\$131,401	\$150,048	\$168,869	\$187,690	\$202,677	\$217,665
Moderate-Income Households at 100% of 2001 Median Family Income						
Unit	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	5 Bedroom
Number of Persons	1	2	3	4	5	6
Income Level	\$50,100	\$57,300	\$64,450	\$71,600	\$77,350	\$83,050
Max. monthly rent (2)	\$1,253	\$1,433	\$1,611	\$1,790	\$1,934	\$2,070
Max. purchase price (3)	\$174,620	\$199,715	\$224,636	\$249,556	\$269,598	\$289,465
Moderate Income Households at 120% of 2001 Median Family Income						
Unit	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	5 Bedroom
Number of Persons	1	2	3	4	5	6
Income Level	\$60,150	\$68,700	\$77,300	\$85,900	\$92,750	\$99,650
Max. monthly rent (2)	\$1,504	\$1,718	\$1,933	\$2,148	\$2,319	\$2,491
Max. purchase price (3)	\$209,648	\$239,449	\$269,423	\$299,398	\$323,273	\$347,323
Notes: (1) Based on the Oakland PMSA (Alameda and Contra Costa Counties); HUD FY 2001 Income Limits (April 6, 2001)						
(2) 30% of income devoted to maximum monthly rent, including utilities (3) 33% of income devoted to mortgage payment and taxes, 95% loan @ 8%, 30 year term						
Source: U.S. Department of Housing and Urban Development (HUD); Vernazza Wolfe Associates, Inc.						

(Note: 2002 figures regarding ability to pay for housing for very low-, low-, and moderate-income households in Union City are included in Appendix C of this Housing Element.)

Existing Housing Costs

Table 9-30 below shows HUD-defined fair market rent levels (FMR) for the Oakland PMSA for 2001 as well as the special "exception rents" that apply to the Union City area. In general, the FMR for an area is the amount needed to pay the gross rent (shelter rent plus utilities) of privately owned, decent, safe, and sanitary rental housing of a modest (non-luxury) nature with suitable amenities. FMRs are estimates of rent plus the cost of utilities, except telephone. FMRs are housing market-wide estimates of rents that provide opportunities to rent standard quality housing throughout the geographic area in which rental housing units are in competition. The rents are drawn from the distribution of rents of all units that are occupied by recent movers. Adjustments are made to exclude public housing units, newly built units, and substandard units.

Although the FMR rent levels for the Oakland PMSA already are set higher (50th percentile) than the basic standard used for most metropolitan areas (40th percentile), HUD approved the Alameda County Housing Authority's request for special "exception rents," which are rent levels higher than the Fair Market Rents set by HUD. This gives lower-income families who participate in the Section 8 voucher program a broader range of rental units to choose from. The "exception rents" that apply to Union City, as shown in the table below, are 20 percent above the Fair Market Rent levels for the area.

TABLE 9-30 FAIR MARKET RENT City of Union City 2001					
	Bedrooms in Unit				
	0 BR	1 BR	2 BR	3 BR	4 BR
Fair Market Rent (FMR 2001)	\$761	\$921	\$1,155	\$1,583	\$1,891
Fair Market Rent ("Exception Rents" 2001, Union City)	\$913	\$1,105	\$1,386	\$1,900	\$2,269
Notes: 50th percentile of market rents for Fiscal Year 2001 (January 2, 2001) and for Oakland PMSA (Alameda and Contra Costa Counties) and "Exception Rents"					
Source: U.S. Department of Housing and Urban Development (HUD) (24 CFR Part 888).					

(Note: 2002 figure regarding fair market rents in Union City are included in Appendix C of this Housing Element.)

Comparing the current FMR levels to Table 9-30, a three-person household classified as low-income (80 percent of median), with an annual income of up to \$48,450, could afford to pay \$1,386 monthly gross rent (including utilities). However, a very low-income three-person household (\$32,200) would have a greater affordability gap. The household could afford to pay only \$805, which is substantially below the FMR amount.

REALFACTS, which tracks current rents and occupancy rates for selected multifamily developments in the San Francisco Bay Area, reported the average rent levels in Union City as of June 2001 (see Table 9-31).

TABLE 9-31		
AVERAGE RENT LEVELS		
City of Union City		
2001		
Number of Rooms	Cost	
	June	December
Studio	\$1,247	\$1,022
One-bedroom	\$1,400	\$1,162
Two-bedroom	\$1,610 -1,717	\$1,331-1,473
Three-bedroom	\$1,875 -2,100	\$1,683
Average	\$1,528	\$1,284
Note: The REALFACTS database is limited to "investor grade" rental developments with 50 units or more and thus excludes a significant portion of the rental housing market in Union City.		
Source: REALFACTS, June 2001.		

As indicated above, rent levels for the rental properties in the REALFACTS database have declined over the past six months. The average rent in December 2001 was 16 percent less than in June. The declines in market rent levels and the increased 2002 FMR "exception rents" for Union City have eliminated the large gap that existed in June. The current "exception rents" are generally below the REALFACTS rents, indicating increased choice of rental units for households.

Existing Income Levels

Table 9-32 is an abbreviated list of occupations and annual incomes for Union City residents, such as city employees, employees of the New Haven Unified School District, retired individuals and minimum wage earners. The table shows the amounts that households at these income levels could afford to pay for rent as well as the purchase prices that they could afford to pay to buy a home. None of the households shown would be able to afford to pay the rent for a three-bedroom unit at the FMR level of \$1,900, except the moderate-income household (\$77,300). Furthermore, the FMR rent for a studio unit (\$913), is more than three times the amount (\$214) that a single person on SSI or on Social Security (\$299) could afford to pay. Two workers earning minimum wage could afford only \$625 and could not pay the FMR rent for a studio either.

TABLE 9-32

**AFFORDABLE RENTS AND HOUSING PRICES
AND INCOMES FOR SELECTED FAMILIES AND OCCUPATIONS
Union City
2001**

Category	Income	Affordable Rent (1)	Affordable House Price (2)
Computer Engineer	\$67,620	\$1,691	\$235,684
Electrical Assembler	19,120	478	66,641
Retail Salesperson	16,140	404	56,255
Secretary	28,540	714	99,474
Machinist	33,800	845	117,807
Home Health Care Worker	21,080	527	73,473
City of Union City			
Police Officer, Step 1	\$57,156	\$1,429	\$199,213
Firefighter, Step 1	54,084	1,352	188,506
Public Works, Engineer I, Step 1	44,616	1,115	155,506
Administrative Assistant I, Step 1	37,620	941	131,122
Two Wage Earners			
Firefighter and Retail Salesperson	\$70,224	\$1,756	\$244,760
Electrical Assembler and Home Health Care Worker	40,200	1,005	140,114
New Haven Unified School District			
Teacher, Class I, Step 1	\$46,530	\$1,163	\$162,177
Teacher, Class IV, Step 10	65,055	1,626	226,744
Retired - Average Social Security			
One person household with only SS	\$11,960	\$299	\$41,686
Two person household - both retired - only SS	23,920	598	83,371
Minimum Wage Earners			
Single Wage Earner	\$12,500	\$313	\$43,568
Two Wage Earners	25,000	625	87,136
SSI (Aged or Disabled)			
One person household with only SSI	\$8,544	\$214	\$29,779
HUD-Defined Income Groups			
(Based on a household of 3 persons)			
Extremely Low Income (below 30%)	\$19,350	\$484	\$67,443
Very Low-Income (below 50%)	32,200	805	112,231
Low-Income (below 80%)	48,450	1,211	168,869
Moderate Income (below 120%)	77,300	1,933	269,423

(1) Assumes 30% of income devoted to monthly rent, including utilities.

(2) Assume 33% of income devoted to mortgage payment and taxes, 95% loan @ 8%, 30 year term.

Source: Employment Development Department, City of Union City, New Haven Unified School District and Vernazza Wolfe Associates, Inc.

FUTURE HOUSING NEEDS

Under the State housing element requirement, housing needs are defined in three categories: existing needs, needs of special groups within the community, and projected needs over the next five year period. Previous sections of this chapter have identified existing needs and needs of special groups. This section focuses on projected housing needs for the period from 2001 to 2006.

Projected housing needs are the total additional housing units required to adequately house a jurisdiction's projected population in five years in units that are affordable, in standard condition, and not overcrowded. These needs, therefore, include those of the existing population as well as the needs of the additional population expected to reside in the city five years hence.

Union City's Share of 1999 to 2006 Housing Needs

Section 65584 of the Government Code designates the responsibility for developing projections of regional housing need, and allocating a share of this need to localities within the region, to regional councils of government. For the San Francisco Bay Area, these determinations were prepared by the Association of Bay Area Governments (ABAG). Based on a methodology that weighs a number of factors (e.g., projected population growth, employment, commute patterns, available sites), ABAG determined quantifiable needs for housing units in the region according to various income categories. Table 9-33 depicts the Union City's estimated need for 1999 to 2006. In its final Regional Needs Determination (RHND) figures, ABAG allocated 1,951 housing units to the City of Union City. The allocation is equivalent to a yearly need of 260 housing units for the 7 ½ year period. The total allocation is broken down into four income categories: very low (338 units or 17.3 percent of total units), low (189 units or 9.7 percent of total units), moderate (559 units or 28.7 percent of total units), and above moderate (865 units or 44.3 percent of total units). In other words, of the 1,951 units allocated, 55.7 percent must be in the affordable range (very low, low, moderate) and 44.3 percent in the above range.

TABLE 9-33

HOUSING NEED BY INCOME CATEGORY
Union City
1999 to 2006

Income Category	ABAG Need Determination	Percentage of Total
Very Low	338	17.3
Low	189	9.7
Moderate	559	28.7
Above Moderate	865	44.3
Total	1,951	100%
Average Yearly Need	260	--
Unincorporated Sphere of Influence Need	31	--

Source: Association of Bay Area Governments, March 2001.

Table 9-34 shows the total 1999-2006 RHND allocation and the 1999 housing unit count for Union City, Alameda County, and the entire nine-county ABAG region. When applied to the 1999 DOF estimate of 18,586 housing units in the incorporated area of Union City, the 1,951 total housing unit allocation for 1999-2006 is equivalent to a 10.5 percent total increase, or a 1.34 percent annual average growth rate for the 7½-year period.

Union City's RHND allocation represents 4.2 percent of the total Alameda County RHND of 46,793. This share is slightly larger than Union City's 4.1 percent share of the total Alameda County housing stock in 1999. Union City's 1999 housing stock represented 0.7 percent of the total 1999 Bay Area regional housing supply. However, Union City has been assigned a RHND equivalent to 0.8 percent of the regional total, a share that is almost equivalent to Union City's share of the 1999 housing stock.

Union City's annual average growth rate of 1.34 percent implied in its RHND is relatively close to the growth rate of Alameda County (1.13 percent) and the entire Bay Area region (1.17 percent).

TABLE 9-34

**REGIONAL HOUSING NEEDS DETERMINATION
Union City, Alameda County, and ABAG Regions
1999 to 2006**

Jurisdiction	Regional Housing Needs (Units) Allocation - Current Jurisdictional Boundaries			1999 Housing Units				Allocated Growth	
	Total	% of County	% of Regional Share	Average Yearly Need (7.5 Years)	1999 Housing Units (DOF)	% of County Share	% of Region al Share	% Total Growth: 1999- 2006	Annual Average Growth Rate: 1999- 2006
Union City	1,951	4.2%	0.8%	260	18,586	3.5%	0.7%	10.5%	1.34%
Alameda County	46,793	100.0%	20.3%	6,239	531,166	100.0%	21.0%	8.8%	1.13%
ABAG Regional Total	230,743	--	100.0%	30,766	2,529,529	--	100.0%	9.1%	1.17%
Source: Association of Bay Area Governments, March 15, 2001; California Department of Finance, January 1, 2000.									

Between January 1, 1991 and April 1999, the City of Union City issued building permits for 3,280 new units. Between 1999 and 2001, which is within the planning timeframe of the Housing Element, Union City added 1,050 new units.

Table 9-35 summarizes building permits issued by year and type of unit. The table separates years 1991 to 1998 and 1999 to 2001 to provide comparisons with the previous housing element. Of the 3,280 permits issued between 1991 and 2001, 2,837 were for single-family units, 327 were for multi-family units, 87 for townhouses and condos, and 29 were for mobilehomes.

TABLE 9-35

**SUMMARY OF RESIDENTIAL ACTIVITY FOR UNION CITY*
1991-1998 and 1999-2001**

Year	Single-Family Dwellings	Multi-Family Dwellings	Townhomes /Condos	Mobile-homes	Total	Affordable Units**	Percent Affordable
1991	124	0	0	2	126	2	1.6%
1992	231	0	0	2	233	2	0.9%
1993	175	0	0	1	176	1	0.6%
1994	146	0	0	1	147	3	2.0%
1995	131	0	0	1	132	1	0.8%
1996	303	0	48	1	352	8	2.3%
1997	485	125	0	2	612	137	22.4%
1998	592	45	0	3	640	47	7.3%
Subtotal	2,187	170	48	13	2,418	201	8.3%
1999	254	0	0	2	256	2	0.8%
2000	340	157	0	13	510	37	7.3%
2001***	56	0	39	1	96	1	1.0%
Subtotal	650	157	39	16	862	40	4.6%
Total	2,837	327	87	29	3,280	241	7.3%

*Based on new residential building permits issued.

** Affordable refers homes affordable to those in the moderate, low, and very low income categories.

***As of April 2001.

Source: Union City Community Development Department, July 2001.

In an effort to relate this building permit activity to the 1999-2006 ABAG need determination figures, the Union City Community Development Department assigned each new unit to one of the four income categories specified in the ABAG needs determination. The results of this analysis are shown in Table 9-36.

TABLE 9-36
BALANCE OF 1999 TO 2006 NEED

Income Category	1999 to 2006 ABAG Need Determination	Units Constructed/Planned and Adjustments 1999-2001*	Percentage of Need Met	Balance of Existing Need
Very Low	338	44	13.0%	294
Low	189	0	0.0%	189
Moderate	559	40	7.2%	519
Above Moderate	865	966	111.7%	-101
Total	1,951+	1,050	53.8%	1,002

*Units include both units constructed and those receiving building permits between 1999 - 2001.

Source: Union City Community Development Department, August 2001; Association of Bay Area Governments, December 2000.

JOBS/HOUSING BALANCE

Over the past decade, increasing transportation congestion and housing costs in the urban areas of California have become a major concern. The jobs/housing balance is one method being used to evaluate the impact of a community's land use decisions on these two regional problems.

In its most fundamental form, the jobs/housing balance focuses on the ratio of employed residents to the number of jobs available in a particular area. In an ideal situation, there would be one job for every employed resident. This general rule-of-thumb represents a theoretical "balance" between jobs and persons in the community who could take those jobs. This would allow residents the opportunity to work in their community, thereby reducing the need for commuting. The closer a community can come to achieving balance, or a jobs-to-housing ratio of 1.0, the better it is meeting its responsibility to address regional transportation and housing cost problems. A ratio of greater than 1.0 means there are fewer employed residents than jobs, and workers would have to commute from other communities; a ratio of less than 1.0 means there are more employed residents than jobs and some of these residents would have to commute to other communities for jobs.

According to ABAG, through 2005, Union City (with a jobs/housing ratio of approximately 0.5 from 1990 to 2005) is anticipated to function as a net exporter of employees to other parts of the Bay Area (i.e., the jobs-to-housing ratio will be less than 1.0) (see Table 9-37). From a transportation standpoint, this suggests that Union City will be contributing to the regional congestion problem by not providing sufficient job opportunities in the community. However, new development under the proposed General Plan will likely create a more balanced jobs/housing ratio since the new plan emphasizes employment-intensive commercial and industrial uses. Since Union City is a relatively small contributor of employed residents and jobs to the

sub-region and Alameda County, an increase in the number of local job opportunities would not necessarily result in any substantial improvement in the area's traffic problems.

TABLE 9-37

JOBS/HOUSING BALANCE
Union City and Neighboring Communities
1990-2005

Jurisdiction	1990	1995	2000	2005
Union City	0.52	0.54	0.52	0.51
Fremont	0.78	0.82	0.85	0.83
Hayward	1.31	1.39	1.45	1.45
Newark	0.72	0.79	0.86	0.87
Alameda County	0.99	1.05	1.04	1.06

Source: Association of Bay Area Governments, Projections 2000; Mintier & Associates, June 2001.

UPSCALE HOUSING

One of Union City's goals in the 1991 Housing Element was to promote the development of upscale housing to provide a fuller range of housing opportunities within the city. Upscale housing is defined as single family and multi-family housing units affordable to households with incomes of at least 180 percent of the county median income. Of the 2,906 housing units constructed from 1991 to 2001, 1,536 of those units (53 percent) can be classified as upscale housing (see Table 9-38).

TABLE 9-38

CONSTRUCTION OF UPSCALE HOUSING
City of Union City
1991-2001

Year	Total Units Constructed	Units Not Upscale	Upscale Units	% Upscale
1991	123	30	93	73%
1992	231	95	136	59%
1993	174	127	47	27%
1994	146	35	111	76%
1995	130	60	70	54%
1996	349	276	73	20%
1997	483	324	159	33%
1998	584	187	397	68%
1999	250	194	56	22%
2000	340	3	337	99%
2001	95	39	56	59%
Total	2,906	1,370	1,536	53%

Source: Union City Community Development Department, July 2001.

ENERGY CONSERVATION

State Housing Element Law requires an analysis of the opportunities for energy conservation in residential development. Energy efficiency has direct application to affordable housing because the more money spent on energy, the less available for rent or mortgage payments. High energy costs have particularly detrimental effects on low-income households that do not have enough income or cash reserves to absorb cost increases and many times they must choose between basic needs such as shelter, food, and energy.

Energy price fluctuations in the late 1990s, and energy price increases in early 2001 combined with rolling electricity blackouts have led to a renewed interest in energy conservation. The City of Union City receives both electricity and natural gas services from Pacific Gas and Electric Company (PG&E).

All new buildings in California must meet the standards contained in Title 24, Part 6 of the California Code of Regulations (Energy Efficiency Standards for Residential and Nonresidential Buildings). These regulations were established in 1978 and most recently updated in 1998 (effective date of July 1, 1999). Energy efficiency requirements are enforced by local governments through the building permit process. All new construction must comply with the standards in effect on the date a building permit application is made.

The California Subdivision Map Act (Government Code Sections 66473-66498) allows local governments to provide for solar access as follows:

66475.3. For divisions of land for which a tentative map is required pursuant to Section 66426, the legislative body of a city or county may by ordinance require, as a condition of the approval of a tentative map, the dedication of easements for the purpose of assuring that each parcel or unit in the subdivision for which approval is sought shall have the right to receive sunlight across adjacent parcels or units in the subdivision for which approval is sought for any solar energy system, provided that such ordinance contains all of the following:

- (1) Specifies the standards for determining the exact dimensions and locations of such easements.*
- (2) Specifies any restrictions on vegetation, buildings and other objects which would obstruct the passage of sunlight through the easement.*
- (3) Specifies the terms or conditions, if any, under which an easement may be revised or terminated.*
- (4) Specifies that in establishing such easements consideration shall be given to feasibility, contour, configuration of the parcel to be divided, and cost, and that such easements shall not result in reducing allowable densities or the percentage of a lot which may be occupied by a building or a structure under applicable planning and zoning in force at the time such tentative map is filed.*
- (5) Specifies that the ordinance is not applicable to condominium projects which consist of the subdivision of airspace in an existing building where no new structures are added.*

The 1992 City of Union City Housing Element contains two policies (G.1 and G.2) and two implementation programs (25 and 26) under Section D related to energy conservation:

- G.1. Promote the use of energy conservation features in the siting and design of all new residential structures.*
- G.2. Promote the use of weatherization programs for existing residential units, including programs operated by PG&E.*
- 25. Post and distribute information on currently available weatherization programs.*
- 26. Enforce State requirements, including Title 24 requirements, for energy conservation in residential development and encourage residential developers to consider employing additional energy conservation measures with respect to the following:*
 - i. Street and driveway design*
 - ii. Lot pattern and configuration*
 - iii. Siting of buildings*
 - iv. Landscaping*
 - v. Solar access*

General Plan

The Union City General Plan contains five policies and three implementation programs in the Community Design Element and Public Facilities and Services Element. They are as follows:

- CD-A.1.10. When feasible, the City should encourage new developments to be sited to respond to climatic conditions, such as solar orientation, wind, and shadow patterns.*
- CD-A.1.15 The City should require the use of energy efficient and energy conserving design and construction techniques in all types of projects (including new construction and remodeled and rehabilitated structures).*
- CD-A.1.16 The City should develop design standards to allow energy self-sufficiency and generation projects.*
- PF-G.2.1 The City shall strive to reduce its energy usage by five (5) percent over the base year 2001.*
- PF-G.2.2 The City shall support the use of renewable energy sources, such as solar, in residential, commercial and industrial developments and municipal facilities.*

CD-A.2 The City should develop energy efficiency and energy conservation design guidelines to help developers and homeowners identify possible options to improve the energy efficiency of their projects. The guidelines should be updated annually to ensure they continue to reflect current technologies and practices.

Responsibility:

- *Community Development Department*

Time Frame:

- *FY 02-03*

CD-A.3 The City should develop design standards to allow energy self-sufficiency and generation projects. The standards should reflect acceptable project impacts by zoning code designation and should be updated annually to ensure they continue to reflect current technologies and practices.

Responsibility:

- *Community Development Department*

Time Frame:

- *FY 02-03*

PF-G.1 The City shall analyze and implement a program to reduce the City's energy consumption by 5 percent over the base year 2001.

Responsibility:

- *Public Works Department*
- *City Council*

Time Frame:

- *FY 01-02*

9.2 AVAILABILITY OF LAND AND SERVICES FOR RESIDENTIAL DEVELOPMENT

Section 9.2 assesses the availability of land and services to meet the needs documented in Section 9.1. This section reviews inventories Union City's available residentially-zoned land, calculates the buildout potential of this land, and reviews the adequacy of services to support future housing development.

VACANT LAND INVENTORY

Introduction

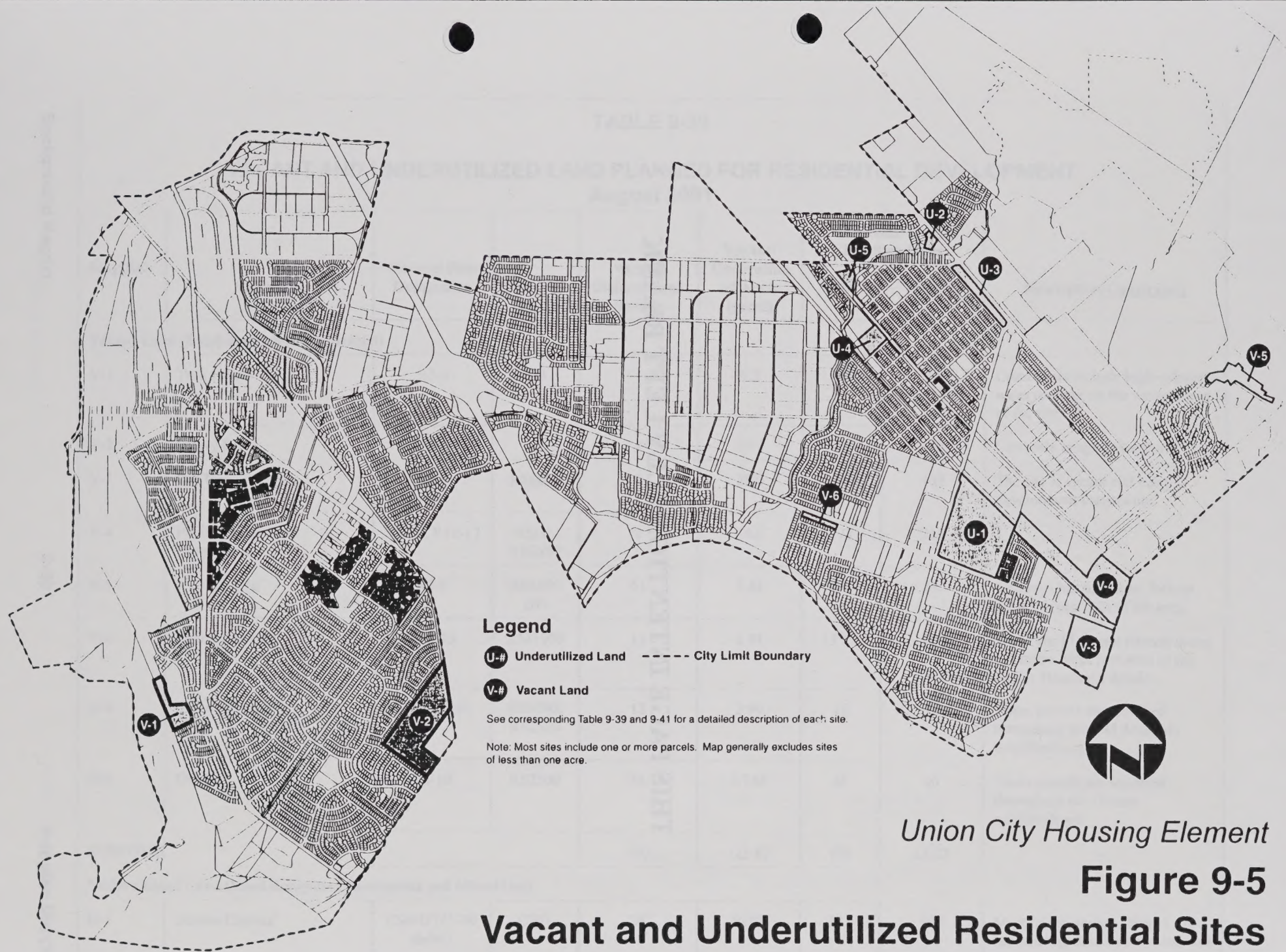
In December 2000, as part of the Union City General Plan Update, the Community Development Department and General Plan Consultants completed an inventory of vacant and underutilized sites for various land use types including residential development. The City prepared the inventory based a number of sources including citywide GIS data, City Staff feedback, and Consultant research. The City and Consultant Team created the inventory to form the basis for the development estimates, which the Consultants used in the General Plan Environmental Impact Report to analyze potential impacts resulting from the implementation of the General Plan.

Vacant and Underutilized Land Currently Planned for Residential Use

The Union City Community Development Department survey identified 140 vacant residentially-planned assessor's parcels (covering 125.87 acres) and 48 assessor's parcels (covering 70.87 acres) which are currently (October 2001) considered underutilized. Table 9-39 summarizes the location, size, and number of residentially-designated parcels and the estimated number of potential housing units which may be accommodated on each site. Figure 9-5 shows the location and boundaries of the areas referred to in Table 9-39.

Most of the land that would provide additional housing units is designated for residential development, but there are two sites — the Station District and parcels on Mission Boulevard just south of Whipple Road — that are located on land designated for mixed use and commercial development. The Station District is designated as Station Mixed Use-Commercial (CSMU) that allows for a variety of land use types including high density residential development. The Station District sits on approximately 56 acres of land and could accommodate 700 new residential units. The parcels on Mission Boulevard are designated for retail commercial but allow for second story dwelling units. Redevelopment of this area could provide 21 second-story units.

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Union City Housing Element

Figure 9-5

Vacant and Underutilized Residential Sites

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TABLE 9-39

VACANT AND UNDERUTILIZED LAND PLANNED FOR RESIDENTIAL DEVELOPMENT
August 2001

Map Ref.	Site Name	General Plan Designation	Zoning	Vacant/ Underutilized Parcels	Vacant/ Underutiliz ed Acres (gross)	Potential New Dwelling Units		Description/ <u>Constraints</u>
						Low*	High**	
Vacant Land (Land designated Residential)								
V-1	Turk Island	R3-6	511	1	6.2	15	30	Constraints include high voltage wires running on the western part of the site.
V-2	Lowry Road	R3-6	A	2	39.0	94	188	Currently in agricultural use.
V-3	Cal Trans Property	R3-6	RS6000	8	28.0	66	132	The site is vacant and has few development constraints.
V-4	Pacific States Steel Corporation	R6-10, R10-17	RS(s), RS2500	2	35.8	172	538	--
V-5	7 -Hills Area	R3-6	RS6000 (H)	61	7.32	61	61	This area has 61 vacant lots on the north east side of the area.
V-6	Senior Housing	R17-29	RM1500	13	1.81	13***	13***	There are 13 vacant parcels along Alvarado-Niles just west of the Senior Housing Complex.
N/A	Old Alvarado	R3-6, R6-10	RS6000, RS2500	12	2.99	12	12	These parcels are scattered throughout the Old Alvarado neighborhood.
N/A	Decoto	R6-10	RS2500	41	4.748	46	46	These parcels are scattered throughout the Decoto neighborhood.
SUBTOTAL				140	125.87	479	1,020	--
Underutilized Land (Land designated Residential and Mixed Use)								
U-1	Station District	CSMU (45-80 du/ac)	CBD	24	56.00	383	700	Most of the Station District site has existing development and will require extensive redevelopment efforts.

TABLE 9-39

**VACANT AND UNDERUTILIZED LAND PLANNED FOR RESIDENTIAL DEVELOPMENT
August 2001**

Map Ref.	Site Name	General Plan Designation	Zoning	Vacant/ Underutilized Parcels	Vacant/ Underutilized Acres (gross)	Potential New Dwelling Units		Description/ <u>Constraints</u>
						Low*	High**	
U-2	Mission Blvd. (North of Whipple)	R29-60	CC	3	3.20	76	166	--
U-3	Mission Blvd. (South of Whipple)	CR	CC, PF	18	1.51	21	21	This site would need to be rezoned to CS. Residential units would be on the second floor above the commercial ground floor.
U-4	Johnson Industrial Park	R6-10	R5000	2	7.20	34	57	This site is currently (August 2001) occupied by industrial land use.
U-5	Cement Plant	R6-10	RM3500	1	2.96	14	23	This site is currently (August 2001) occupied by industrial land use.
<i>SUBTOTAL</i>				48	70.87	528	967	--
<i>TOTAL</i>				188	196.74	1,007	1,987	--

*Represents lower end of density range specified for land use designation.

**Represents upper end of density range specified for land use designation.

*** The City is currently (March 2002) reviewing a permit application for 145 senior housing units on site V-6.

Source: City of Union City Community Development Department; Mintier & Associates; May 2001.

Although the City's General Plan designates all 188 parcels for residential use (either as primary or secondary use), several are subject to some form of development constraint. One large parcel, the Lowry Road site is currently in agricultural use, and the Turk Island site has high voltage wires running on the western part of the site. Many of the sites, such as the Station District, Mission Boulevard, Cement Plant site, and Johnson Industrial Park, are occupied by existing residential and non-residential development and will require demolition of that development.

Some of the sites identified in Table 9-39 were identified in the previous (1992) Housing Element but were not developed during the last housing element timeframe. Table 9-40 identifies which sites were identified for residential development in the previous element and gives an explanation of why the sites were not developed.

TABLE 9-40

**COMPARISON OF VACANT/UNDERUTILIZED RESIDENTIAL SITES
IN THE 1992 HOUSING ELEMENT VERSUS 2002 HOUSING ELEMENT
City of Union City**

Map Ref.	Site Name	Site History	Identified in 1992 Housing Element?
Vacant Land (Land designated Residential)			
V-1	Turk Island	The 1992 Housing Element identified nearly 100 units that could potentially develop on 16 acres of land designated R3-6. Approximately 62 percent of this site was developed over the last 10 years. The General Plan shows a remaining maximum capacity of 30 units that could potentially develop on 6.2 acres over the timeframe of the Housing Element.	Yes
V-2	Lowry Road	In the 1992 Housing Element, the City identified this site as having potential for proving single family residential development. The site has been in agricultural use since that time. The vacant institutional parcel adjacent to the site was put on the market in 2001. However, the City is not aware of any plans to sell or develop the residentially-designated property.	Yes
V-3	Cal Trans Property	This site was identified for potential residential development under the 1992 Housing Element. The State did not allow development of this site because Cal Trans had not finalized the configuration of State Route 84. Cal Trans has now finalized the configuration of State Route 84 and there is a strong likelihood that this site will develop during the timeframe (2002 - 2006) of this Housing Element.	Yes
V-4	Pacific States Steel Corporation	This site was identified in the 1992 Housing Element as vacant/underutilized in the DIPSA area. This site fell under the category of "Land Potentially Suitable for Residential Development" and was designated for industrial use. The General Plan redesignated this site as R6-10 and R10-17.	Yes
V-5	7 -Hills Area	The 1992 Housing Element identified this area as having residential development potential. None of the 61 vacant lots have been developed since the 1992 Housing Element. The 61 vacant lots are subject to slope and infrastructure constraints that contribute to high development costs.	Yes

TABLE 9-40

**COMPARISON OF VACANT/UNDERUTILIZED RESIDENTIAL SITES
IN THE 1992 HOUSING ELEMENT VERSUS 2002 HOUSING ELEMENT
City of Union City**

Map Ref.	Site Name	Site History	Identified in 1992 Housing Element?
V-6	Senior Housing	This site will be developed as senior housing including 145 units. The City expects the project will break ground in the Spring of 2003.	No
N/A	Old Alvarado	These parcels, which are scattered throughout the Old Alvarado neighborhood, were identified in the 1992 Housing Element as having potential for residential development. However, poor market conditions hindered the development of these sites. New policy/program language along with a stronger housing market significantly increase the chance of many of these lots being developed during the timeframe of the 2002 Housing Element.	Yes
N/A	Decoto	These parcels, are scattered throughout the Decoto neighborhood, were identified in the 1992 Housing Element as having potential for residential development. Several of these vacant infill parcels have been built in this area since 1992. With new policy/program language along with a stronger housing market, there is a strong likelihood that more infill lots will be developed.	Yes
Underutilized Land (Land designated Residential and Mixed Use)			
U-1	Station District	The 1992 Housing Element did not identify this site as having residential development potential.	No
U-2	Mission Blvd. (North of Whipple)	The 1992 Housing Element did not identify this site as having residential development potential. The General Plan redesignated this site from retail commercial to residential (29 to 60 units per acre).	No
U-3	Mission Blvd. (South of Whipple)	The 1992 Housing Element did not identify this site as having residential development potential. The General Plan revised the Retail Commercial (CR) designation to allow for second story residential units.	No
U-4	Johnson Industrial Park	The 1992 Housing Element did not identify this site as having residential development potential.	No
U-5	Cement Plant	The 1992 Housing Element did not identify this site as having residential development potential.	No
Source: Community Development Department, February 2002.			

Table 9-41 summarizes the information provided in Table 9-39 according to General Plan land use designation. Of the total 1,987 units (maximum capacity) that could be accommodated under the General Plan, 900 of those units are under the high density range and could thus accommodate units in the low and very low income categories.

TABLE 9-41

VACANT AND UNDERUTILIZED LAND BY GENERAL PLAN DESIGNATION August 2001

General Plan Land Use Designation	Site Area	Vacant/ Underutilized Parcels	Vacant Acres	Potential Dwelling Units	
				Low*	High**
R3-6	Turk Island	1	6.2	15	30
R3-6	Lowry Road	2	39	94	188
R3-6	Cal Trans Property	8	28	66	132
R3-6	7 -Hills Area	61	7.32	61	61
R3-6 SUBTOTAL		72	80.52	236	411
R6-10 (with some R10-17)	Pacific States Steel Corporation	2	35.8	172	538
R6-10	Johnson Industrial Park	2	7.2	34	57
R6-10	Cement Plant	1	2.96	14	23
R6-10	Old Alvarado	12	2.99	12	12
R6-10	Decoto	41	4.75	46	46
R6-10 SUBTOTAL		58	53.7	278	676
R17-29	Senior Housing	13	1.81	13	13
R17-29 SUBTOTAL		13	1.81	13	13
R29-60	Mission Blvd. (North of Whipple)	3	3.2	76	166
R29-60 SUBTOTAL		3	3.2	76	166
CR	South Mission Blvd. (South of Whipple)	18	1.5	21	21
CSMU	Station District	24	56	383	700
MIXED USE SUBTOTAL		42	57.5	383	721
TOTAL		188	196.74	1,007	1,987

*Represents lower end of density range specified for land use designation.

**Represents upper end of density range specified for land use designation.

Source: City of Union City Community Development Department; Mintier & Associates; May 2001.

Planned Housing Projects

In addition to the potential number of housing units that could be developed on the land available for residential development in Table 9-39, Table 9-42 identifies the location, project name, and number of housing units that have applied for a permit and are under development review by the Union City Community Development Department. All together, these nine housing projects could provide a total between 1,124 and 1,214 new units, 529 of which will be single-family housing units and 595 to 685 will be multi-family units. All of these units are likely to develop during the time frame of the Housing Element, and will therefore contribute to satisfying Union City's fair share responsibility for 1999 to 2006. The Eden Housing complex for seniors, Mission Gateway, and scattered sites in the Decoto neighborhood will provide homes in the low and very low-income range. Homes in the moderate-income range would be provided in the Decoto area as well as in the Station District (Pacific States Steel property). The City assumes that all of the single-family projects will provide housing for households with above-moderate incomes.

TABLE 9-42
PENDING HOUSING PROJECTS
2001

Project Name	Type of Units	Number of Units	Location	Projected Completion Date
Johnson Property	Single Family	54	On Railroad Ave, near Bart Tracks, and between Dry Creek Chanel and D Street	2002
Decoto Scattered sites (Agency-Housing Auth.)	Single Family 100% affordable to low and mod.	8	Decoto Neighborhood	2002
Condor Street Nursery Site	Single Family	28	Condor Street	2002-03
Eden Housing (Agency Project)	Senior Housing 50% affordable to very-low	123 (145 beds)	On Alvarado Niles near Senior Center	2004
Litke Property	Multiple Family	270 - 360	"Bowling Alley" site - Decoto Road	2003
Mission Gateway (Agency Project)	Multiple Family 100% affordable for very-low	120	On Mission Blvd. between Whipple Rd. and Tamarack Dr.	2003-04
Pacific State Steel Project	Single Family	128	DIPSA/Station District	2005-06
Ancenelli Cerute Property	Single Family	188	Lowry Road Between Alvarado and Union City Blvd.	2006
Pacific State Steel Project	Multiple Family Townhome	205	DIPSA/Station District	2006
Total		1,124-1,214	--	--

Note: The number of units described in this table is subject to change.
Source: Union City Community Development Department, August 2001.

ANALYSIS OF DEVELOPMENT POTENTIAL VERSUS PROJECTED HOUSING NEEDS

As shown in Table 9-36, Union City has a net RHND allocation (after subtracting units already built and approved units in 1999 through April 2001) of 1,002 housing units for the 1999-2006 planning period. When breaking down that total by income group, there is a need of 294 units for the very low income category, 189 for low income, and 519 for moderate income. The above-moderate income category has been met over the 1999 to 2001 time period.

As shown previously in Tables 9-39, Union City has a total holding capacity of 1,007 to 1,987 housing units under the General Plan, for a buildout total of 20,049 to 21,029 units. Using either the lowest density or the maximum density, Union City has a total residential holding capacity that is greater than its RHND allocation (19,943). However, since the typical developed density in Union City has historically reached the maximum density (e.g., 17 units per acre developed under the Residential 10-17 designation) under the General Plan, it is likely that future housing projects will continue to be developed to the maximum designated density.

Because capacity for housing production exceeds Union City's total need for new housing during the Housing Element planning period, a primary objective for the City over the Housing Element planning period will be to provide adequate sites to accommodate the housing needs of very low-, low-, and moderate-income households. The California Department of Housing and Community Development (HCD) assumes, in general, that the higher the density, the more affordable the housing. It is HCD's position that local jurisdictions can facilitate and encourage affordable housing development by allowing development at higher densities, which helps to reduce per unit land costs.

In compliance with the requirements of Government Code Section 65583(c)(1), the General Plan Land Use Element should provide a sufficient portion of land in the medium density residential (i.e., R10-17), medium-high density residential (i.e., R17-29), high density residential (i.e., R29-60), and mixed use/commercial designations (i.e., Retail Commercial (CR) and Station Mixed Use-Commercial (CSMU)) that permit residential development to meet its obligation to provide sites suitable for the production of needed housing affordable to very-low, low-, and moderate income households.

The Residential 6-10 du/acre and Residential 10-17 du/acre designations, which allows for duplexes and mobilehome parks, can also provide for low- and moderate-income housing. The Residential 10-17 du/acre, Residential 17-29 du/acre, and Station Mixed Use-Commercial land use designations categories allows multi-family residential development such as apartments. Maximum densities in the high density residential designation (i.e., Residential 29-60 du/acre) and the mixed use/ commercial designations (i.e., CSMU) are 60 and 85 dwelling units per acre, respectively, and allow high rise, high density housing. All of these density ranges can support moderate, low, and very low-income categories.

The first step in determining the need for land in medium-high density residential, high density residential, and mixed use/ commercial designations that permit residential development is to determine the number of housing units that must be accommodated. This is calculated by totaling the projected housing need for low- and very low-income households of 527 units (189 units for low-income plus 338 units for very low-income), as indicated in Table 9-36, and then subtracting the 44 units affordable to lower-income households already built in the current planning period (44 very low-income units). The result is a need for sites to accommodate an additional 483 multi-family housing units for very low- and low-income households.

Under the General Plan, there is a total capacity of 493 (at minimum density) to 900 housing units (at maximum density) in the medium-high density residential, high density residential designations, and mixed use designations. This capacity is equivalent to 10 to 417 units greater than the remaining need for affordable housing for very low- and low-income households (483 units) during the 1999 to 2006 Housing Element planning period. If the available land is developed at the minimum density, there would not likely be enough planned high density areas (30 units short) that would accommodate the regional needs determination for very low- and low-income households. However, developing at the maximum density, the capacity is equivalent to 416 units greater than the remaining need for affordable housing for very low- and low-income households (483 units) during the planning period.

Under the General Plan, there are several sites in the city that would allow for higher intensity single family residential (mobilehomes, townhomes, and duplexes) and medium density residential (multi-family dwelling units) and thus potentially provide for moderate-priced units. These areas include the Pacific States Steel Corporation site (designated R10-17), scattered sites in the Old Alvarado and Decoto neighborhoods, and vacant parcels along Alvarado-Niles Road (designated R10-17). These sites could accommodate 80 to 96 moderate-priced units. Considering excess capacity for high density units discussed above, there appears to be enough sites to accommodate demand for moderate-income housing units.

The City assumes that all development under designations that fall below 10 units per acre (i.e., R3-6 and R6-10) will be developed for the above moderate income category. The only exception are those scattered sites designated R6-10 in the Old Alvarado and Decoto neighborhoods. These sites will most likely be constructed in the moderate-income category considering surrounding property values and the moderate-priced units that were constructed in those areas in the last ten years.

This analysis shows that there are potentially enough sites to accommodate demand for all affordable housing units (very low, low, and moderate) within Union City.

AVAILABILITY OF SERVICES AND FACILITIES

Public services and facilities are not expected to pose a constraint on residential development within the time frame of the Housing Element (2001 to 2006). The following paragraphs summarize the current status of each of those services essential to residential development.

Water

Union City is served by the Alameda County Water District (ACWD), which obtains its water supply from both surface water and ground water sources. ACWD anticipates that it has adequate sources and supply to meet service area water demands under normal versus drought conditions until the year 2010.

The district's service area also includes Fremont and Newark and has a total area of 103 square miles. ACWD obtains its water from three sources:

- the State Water Project — 55 percent,
- the Hetch Hetchy Aqueduct, operated by the San Francisco Public Utilities Commission — 30 percent, and
- runoff from the Alameda Creek watershed, which provides groundwater recharge to the Niles Cone Groundwater Basin — 15 percent.

The district stores this water in 11 reservoirs and tanks. Of these, Patterson Reservoir (15 million gallons), Decoto Reservoir (15 million gallons), and the Appian Way Tank (750,000 gallons) are nearest to Union City. ACWD has two treatment facilities: The Mission San Jose plant, southeast of Union City in Fremont, has capacity of 8.5 million gallons per day, and Water Treatment Plant 2, in the same area, has a capacity of 21 million gallons per day.

The ACWD has no controls on water service hookups and no constraints on providing service in its service area relative to pipe sizes, age of pipes, or other infrastructure issues.

Consumption

In fiscal year 1998-99, average daily production surpassed average daily consumption by 3.9 million gallons per day.

Planned Improvements

Long-range planning for the ACWD service area is provided in the district's Integrated Resources Plan (IRP), which was adopted in 1995. The IRP assumes full buildout of Union City based on the 1986 General Plan. In addition to planning to maintain reliable water supply in its service area, the IRP includes conservation as a significant component. ACWD's goal is to ensure that shortages during a dry year will reach no more than 10 percent through new water supply alternatives and conservation measures.

A new water delivery project is planned for the Union City area. ACWD plans to construct Phase 2 of the 24-inch Niles-Decoto pipeline, which would extend from the Nimitz Freeway along Alvarado-Niles Boulevard beyond the Union City city limits to Mission Boulevard.

The district has proposed installing several salinity barriers along the western boundary of Union City and farther southward. Any property outside the current city limits would need to be annexed to the ACWD service area before service could be provided.

Sewer

The Union Sanitary District (USD) provides wastewater collection and treatment services for Union City. The district also serves Fremont and Newark. The total service area is 60.2 square miles, with Union City making up 9.9 square miles.

Districtwide, 73 percent of USD's customers are domestic or residential, 12.5 percent are commercial, and 14.5 percent are industrial. Average dry-weather flow in 1997 was 30.54 million gallons per day. The annual sewer service charge for a single family is \$194.80 for 1999-2000, reduced by \$4.60 from the 1998-99 rate.

USD operates the Alvarado Wastewater Treatment Plant, which is located within Union City city limits, just west of Union City Boulevard, south of its intersection with Alvarado Boulevard. The treatment plant, which provides primary and secondary treatment, was built in 1981 and expanded in 1988. Based on the General Plan EIR and USD projections, the district has sufficient capacity to meet existing demand. No new projects are identified in USD's 5-year Capital Improvement Program, but the district expects to plan for future projects in the next 20 years as the city approaches buildout. As of March 2000, USD has identified no constraints on providing wastewater service out to the end of the Housing Element timeframe (2006).

Solid Waste

Union City has a binding agreement to provide solid waste disposal service with the Cities of Newark and Fremont which expires in August 2004. Solid waste service in Union City is provided under contract to the City by Waste Management, Inc., based in Oakland. Waste is transported to the Tri-Cities Landfill in Fremont, which is shared by Fremont, Newark, and Union City. That landfill is nearing full capacity, however, and is expected to close in 2002. Fremont is considering a possible expansion of the facility or constructing a waste transfer station. Although the Tri-Cities Landfill is nearing capacity, several other disposal options are available after 2002, including disposal at the San Leandro Transfer Station, Newbi Island, and Fremont Transfer Station.

Through the time frame of the Housing Element planning period, the City expects that there will not be major difficulties in providing solid waste service to Union City. Thus, solid waste disposal will not be an impediment to housing growth in Union City. However, the question of who, how, and where will continue to be an issue to Union City as the City negotiates with several waste management companies to see who will obtain the contract to provide transport and disposal services and at what location the waste will be disposed. It is likely that residents of Union City will experience higher waste disposal costs as the City must travel farther away from the Tri Cities area to find landfills that will accommodate their waste.

Schools

Educational needs of Union City residents are served by the New Haven Unified School District (NHUSD), which also serves south Hayward. As of November 2000, the district has 13,707 students attending 12 schools: seven elementary schools serving grades kindergarten through five; three middle schools serving grades 6-8; and one high school. However, the NHUSD has plans to shift the grade levels at district schools. Beginning with the 2001/2002 school year, the district's elementary schools would serve grades kindergarten through grade six; the middle schools would serve grades 7-9; and the high school would serve grades 10-12.

NHUSD has established a staffing ratio of 20 students: 1 teacher for grades K-3 and 25:1 for grades 4-12. Actual average class size (adjusted for prep period assignments) for grades K-12 is 30 students.

Since 1997, the New Haven Unified School District's school enrollment has been declining. According to school district officials, this decline is expected to continue until 2003. Due to this decline in student enrollment, the New Haven Unified School District will likely meet the demand projected to occur in the timeframe (2006) of the Housing Element.

9.3 GOVERNMENTAL AND NONGOVERNMENTAL CONSTRAINTS

While land and services for residential development may be available, governmental actions and the operation of private market forces may still operate as constraints on the production of affordable housing. This section reviews these potential constraints in an effort to assess how public policy may play a role in eliminating or at least moderating them.

GOVERNMENTAL CONSTRAINTS

While local governments have little influence on such market factors as interest rates, their policies and regulations may constrain the free operation of the housing market. For the most part, local regulations play a legitimate role in protecting the public's health, safety, and welfare. In some cases, however, local regulations may unnecessarily restrict free market operation. Examination of the local regulatory structure can highlight those areas of "excessive" regulations where steps can be taken to remove or minimize obstacles to residential development.

Local Land Use Regulations

All land use in Union City, including residential development, is regulated by the *Union City General Plan* and the City's *Zoning Ordinance*.

General Plan

The City of Union City's principal land use policy document is the General Plan. The General Plan has six land use designations that allow for residential use. They are as follows:

Residential - 3 to 6 Dwelling Units per Acre (R 3- 6): The purpose of this designation is to provide areas for single family detached residential uses and activities normally associated with single family neighborhoods. The lot size range for this designation is 6,000 to 10,000 square feet.

Residential - 6 to 10 Dwelling Unit per Acre (R 6- 10): The purpose of this designation is to provide areas for a variety of moderate intensity single family uses including detached, semi-attached and attached single family housing, mobile home parks, and zero lot line developments. The lot size range for this designation is 3,500 to 6,000 square feet.

Residential - 10 to 17 Units per Acre (R 10-17): The purpose of this designation is to provide areas intended for moderate density residential use patterns including duplexes and multifamily dwellings of greater intensity. The lot size or site area per dwelling unit for this designation is as small as 2,400 square feet.

Residential - 17 to 29 Dwelling Units per Acre (R 17-29): The purpose of this designation is to allow for multi-family housing at densities greater than other residential designations. The lot size or site area per dwelling unit for this designation is as small as 1,500 square feet.

Residential - 29 to 60 Dwelling Units per Acre (R29-60): This designation is intended to allow high-rise, high density housing in areas near mass transit stations to promote transit-oriented development. The lot size or site area per dwelling unit for this designation is as small as 544 square feet.

Station Mixed Use-Commercial (CSMU) - The designation is primarily commercial in nature and is intended to promote retail and office opportunities. High density residential land use between 45 and 80 units per acre is also appropriate where it will promote, in a coordinated manner with the commercial development, the purpose of this designation. The site area per dwelling unit is 544 square feet for residential land use.

The General Plan Land Use Element outlines City policy pertaining to the distribution of various land uses within the city in the Land Use Diagram. As described in the vacant land survey in Section 9.2, there is currently (March 2002) enough land set aside under the General Plan to meet the immediate housing needs within Union City.

Zoning Ordinance

Union City's Zoning Ordinance sets forth the standards that regulate all land use within the city. The *Zoning Ordinance* includes two basic residential districts (RS and RM), each of which provides for a range of densities, and three special residential districts (R-5000, PR, and 511 Area).

The RS districts provide primarily for single-family residential development with five minimum lot sizes specified: RS-4500, RS-6000, RS-7000, RS-8000 and RS-10000. The RM districts are designed for multi-family developments with three density ranges specified: RM-1500, RM-2500 and RM-3500.

The R-5000 district, which is limited to the Decoto Area, is designed to encourage "... the consolidation of small, substandard lots into reasonable building sites, permitting a limited mixture of single-family and two-family dwellings in low silhouette with maximum open space in compensation for such consolidation."

The second special residential district is the PR district, which is designed "... to encourage a creative approach to the planning and development of new residential areas in the city which provide an enhanced living environment, maintain high standards of architectural quality, conserve energy and maximize the choice of housing types, sizes and prices available to city residents." This district allows for the full range of residential uses under less rigid site development standards, but subject to approval of a precise development plan. For cluster and townhouse developments, lot sizes can be as small as 1,600 square feet; for single-family detached houses, lots may be as small as 4,500 square feet.

The base density of 3½ units per gross acre in the PR District can be increased to a maximum of 7 units per acre with the inclusion of specified amenities, housing for low- and moderate-income families, or certain energy conservation features. Where the project includes housing reserved for moderate- and low-income families, one additional unit over the base density will be granted for each unit of reserved housing. An additional density bonus of up to five percent can be granted for any one of a number of contributions to energy conservation, aesthetics, or reduction of public service impacts. While the PR district remains in the City's Zoning Ordinance text, it is not currently applied to any land within the city. Its standards do not, therefore, inhibit the development of housing.

The third special residential district is the 511 Area District, which is applied to the 511 Area on the western side of the city and is based on the Specific Plan adopted for the area. The 511 Area District is intended to allow for flexible approaches to providing single-family residential development while balancing these opportunities with concerns for environmental constraints and resources. The district allows for a wide range of single-family development types, including attached, semi-attached, zero-lot-line, and detached units. Nearly all of this area in this district is built out.

Table 9-43 summarizes the development standards for each residential zoning district. An analysis of the residential standards indicate that overall these requirements are no more restrictive than those used in other communities and in many instances less restrictive. The lot size, lot frontage, setback, and building height requirements are reasonable for each zone since they balance the need for privacy with the need to allow the maximum possible density.

- The minimum lot area shall be as follows for each residential zoning district:
- The minimum lot frontage shall be as follows for each residential zoning district:
- The minimum lot width shall be as follows for each residential zoning district:
- The minimum lot depth shall be as follows for each residential zoning district:
- The minimum lot area shall be as follows for each residential zoning district:
- The minimum lot frontage shall be as follows for each residential zoning district:
- The minimum lot width shall be as follows for each residential zoning district:
- The minimum lot depth shall be as follows for each residential zoning district:

A planned development district is a residential zoning district that is established by the City Council upon the recommendation of the Planning Commission. The district is established for a specific area of land and is subject to the following conditions:

In the City of Union, the Planning Commission is the body that recommends the establishment of a planned development district. The Commission is composed of seven members, including the Mayor and six citizens. The Commission's duties include reviewing and recommending to the City Council the establishment of a planned development district. The Commission also reviews and recommends to the City Council the modification of a planned development district. The Commission's recommendations are based on the following factors:

- The proposed development is consistent with the City's Comprehensive Zoning Ordinance.
- The proposed development is consistent with the City's Comprehensive Land Use Ordinance.
- The proposed development is consistent with the City's Comprehensive Transportation Ordinance.
- The proposed development is consistent with the City's Comprehensive Environmental Ordinance.
- The proposed development is consistent with the City's Comprehensive Cultural Ordinance.
- The proposed development is consistent with the City's Comprehensive Historical Ordinance.
- The proposed development is consistent with the City's Comprehensive Parks and Recreation Ordinance.
- The proposed development is consistent with the City's Comprehensive Public Works Ordinance.

The City Council is the final authority on the establishment of a planned development district. The Council may approve, modify, or reject the Commission's recommendation. The Council's decision is final and is subject to appeal to the City's Board of Appeals.

TABLE 9-43

SUMMARY OF MINIMUM DEVELOPMENT STANDARDS
City of Union City

Zoning District	Min. Site Area Per DU (sq. ft.)	Lot Width Interior Lot (ft.)	Lot Width Corner Lot (ft.)	Lot Depth	Front Yard	Side Yards (Permitted Uses Only)			Rear Yard (ft.)	Lot Coverage	Max. Height (ft.)
						Street Side (ft.)	Interior Side (ft.)	For 2-story Portion of Structures			
RS 10000	10,000	80	90	100	25	15	-- ⁵	10	20 ²	50	30
RS 8000	8,000	70	80	100	25	15	-- ⁵	10	20 ²	50	30
RS 7000	7,000	65	75	100	20	15	-- ⁵	10	20 ²	50	30
RS 6000	6,000	60	70	100	20	15	-- ⁵	10	20 ²	50	30
RS 4500	4,500	45	55	90	20	10	-- ⁶	-- ⁶	15 ³	50	30
RM 3500	3,500	70	80	100	20 ¹	10	-- ⁵	10	20 ^{2 4}	40	30
RM 2500	2,500	60	70	100	20 ¹	10	-- ⁵	10	20 ^{2 4}	40	30
RM 1500	1,500	60	70	100	20 ¹	10	-- ⁵	10	20 ^{2 4}	40	75

¹ May be reduced by five feet if all parking is located at rear of site.

² The rear yard may be reduced to 15 feet if there remains a portion of the rear or side yard which has an area of not less than fifteen feet.

³ The minimum rear yard shall be fifteen feet; provided, that the rear yard may be reduced to ten feet if there remains a portion of the rear or side yard which has an area of not less than fifteen percent of the site and a dimension of not less than ten feet.

⁴ In the RM districts where multiple units are proposed on a site, the rear yard shall be deemed to be the yard area at the opposite end of the site from the frontage.

⁵ The minimum side yard for permitted uses in the district shall be 10 percent of the width of the site, provided that a side of not more than ten feet shall be required and a side yard of not less than five feet shall be permitted.

⁶ In the RS 4500, side yards may be eliminated on one side (zero side yard).

Source: City of Union City Zoning Ordinance, December 1998.

Secondary residential units are conditionally allowed on lots with existing single family homes in the RS-6000, RS-7000, RS-8000 and RS-10000 districts, subject to following criteria:

- The unit must be located within the area of the lot allowed for the principal dwelling units and conform to required side yard setback of the zoning district;
- Lots must have minimum side yards of twelve feet for the existing principal dwelling;
- Lots must be at least 35 percent larger than the minimum required lot size of the zoning district;
- The legal owner of the lot must occupy one of the units;
- The floor area of the secondary unit must generally be between 275 and 640 square feet;
- The secondary unit must be clearly subordinate to and compatible with the principal dwelling unit;
- The unit shall contain no more than 25 percent of the floor area of the principal unit before the conversion to allow the proposed secondary unit;
- The unit can be either attached or detached to the principal dwelling; and
- The secondary unit may have no more than one bedroom.

A planned unit development (PUD) may include a combination of different dwelling types and/or a variety of land uses which complement each other and harmonize with existing development. The PUD procedures allow for flexibility in establishing development standards, but require that, in the aggregate, the standards of the zoning district be met. Planned unit developments are allowed in every R or S11 Area zoning district, provided the project is at least five acres in size and conforms to an approved PUD plan.

In the Commercial BART District (CBD) district, located in the Station District (a.k.a., DIPSA) area, residential uses are permitted above the ground floor of commercial uses. Residential development must comply with the RM provisions and enhance the quality, character, and vitality of the retail and professional services in the CBD. High-rise residential development is allowed only in the BART Commercial District and is restricted to a maximum of 60 units per acre. However, the maximum density will increase to a maximum of 80 units per acre once the Zoning Ordinance is revised for consistency with the 2002 General Plan. Any residential development in the CBD district is subject to the approval by conditional use permit to ensure that development is appropriate and can be supported by current and anticipated revenues.

The *Union City Zoning Ordinance* enables the Zoning Administrator (Community Development Director) to evaluate and approve certain types of residential development through a process called Administrative Site Development Review. The objective of this review is to promote orderly, attractive, and harmonious development and the stability of property values by preventing to unsightly, undesirable, or obnoxious structures that are not in harmony with their surrounding environment. This process expedites the development process by relieving the Planning Commission and the City Council of project review responsibilities for certain types of development projects. The following types of residential development applications may be reviewed and approved through the Administrative Site Development Review process:

- One and two story single-family homes, manufactured homes, accessory structures, secondary dwelling units in the RS6000 District, and additions to single-family homes in the RS Districts, R-5000, S11, and Hillside Combining Districts.
- Minor modifications to existing or approved projects in the RM Districts.

The Zoning Ordinance, under section 18.32.020.c, allows multi-family residential development as a permitted use, and therefore, does not pose potential constraints from excessive conditions placed on the project. All other residential development projects are subject to Site Development Review by the Planning Commission and the City Council.

The only provision in the *Zoning Ordinance* that may operate as an unnecessary constraint on the development of housing is the limitation placed on the creation of secondary units, including unit size restrictions and owner-occupancy requirements. These limitations may discourage the development of secondary units.

Design Review

The City does not have a design or architectural review committee that would place additional conditions on residential projects beyond that of the standard development review process.

Open Space Requirements

The General Plan nor the Zoning Ordinance set specific open space requirements for residential development projects. However, the City has a policy, appearing in the 1992 Housing Element and carried forward into this Housing Element, that sets park standards. The policy requires, "three acres for each 1,000 residents to be devoted to neighborhood and community park and recreation purposes." This standard is not excessive and is typical of many jurisdictions in the Bay Area.

The Zoning Ordinance requires that units in the RM districts have a usable open space/landscaped area of 300 square feet and must meet criteria outlined in Section 18.32.115 of the Zoning Ordinance. This standard is typical of many jurisdictions in the Bay Area and would not significantly reduce the affordability of multi-family housing units.

Affordable Housing Ordinance

In May 2001, the City Council adopted the Affordable Housing Ordinance to ensure that all residential development provides a range of housing opportunities for all identifiable economic segments of the community. The goals of the ordinance are as follows:

- Enhance the public welfare by ensuring that future residential developments contribute to the attainment of the affordable housing goals set forth in the Housing Element's Policy Document;
- Increase the production of residential units in Union City that are affordable to households of very-low, low-, and moderate-income;
- Facilitate a cooperative effort between the City of Union City and the housing development community for the provision of affordable housing to all economic segments of the community;
- Ensure that units affordable to households of very-low, low-, and moderate-income are distributed throughout the City's various neighborhoods; and
- Comply with the requirements of Health and Safety Code Section 33341.3(b) within the Redevelopment Project Area and elsewhere in the community as applicable.

The following are the major requirements of the ordinance:

- All new housing developments in the city consisting of seven or more units, must make 15 percent of those units available to and affordable to very low-, low- and moderate-income households.
- A density bonus of 25 percent or more as appropriate will be available to housing developments which include affordable units.
- Housing Developments consisting of six units or less may pay a proportional in-lieu fee for their housing requirement rather than producing the affordable units.
- In projects located outside the Redevelopment Project Area where the calculation of the inclusionary requirement results in a fraction of a unit, such as fraction will be paid in the form

of a in-lieu fee. When the project is developed inside the Redevelopment Project Area, all fractional numbers of units required (including numbers below 0.5) shall be rounded up to the next whole number.

- Any tentative map, use permit, or site development permit approving residential construction projects over seven units shall contain conditions sufficient to ensure the affordable units are included.
- All affordable units in a project or phase of a project shall be constructed concurrently with non-affordable units.
- All affordable units shall reflect the range of numbers of bedrooms provided in the project as a whole, and shall not be distinguished by exterior design, construction, or materials.
- When affordable housing units are required in single-family developments, duplexes may be built on corner lots in the development. If a single-family residential development does include corner lot duplexes, no more than 50 percent of the affordable housing requirement for that project can be satisfied with the use of duplex units.
- The City Council, at its discretion, may waive the requirements of this ordinance if there are unusual development costs with the property (e.g., environmental contamination) that would otherwise prevent the project from proceeding.
- Under certain specified conditions, housing development applicants can provide the units off-site (not physically contiguous to the development).
- All residential developments providing affordable units pursuant to the requirements of the Affordable Housing Ordinance shall receive "priority processing" by which housing developments shall be reviewed and checked for all required city permit and other approvals in advance of other pending developments.

The City has used the general guidelines mentioned above with developers prior to the adoption of the Affordable Housing Ordinance without creating constraints to those projects. Furthermore, since the adoption of the ordinance, the City has been working with developers to implement the requirements of the ordinance without any undue concerns/problems. Therefore, the Affordable Housing Ordinance is not expected to serve as a constraint to new residential development within Union City.

Building and Housing Codes

Building and Housing code establish minimum standards and specifications for structural soundness, safety, and occupancy. The State Housing Law requires cities and counties to adopt minimum housing standards based on model industry codes. In addition to meeting the requirements of State Housing Law, local governments enforce other state requirements for fire safety, noise insulation, soils reports, earthquake protection, energy conservation, and access for the physically handicapped. The enforcement of building and housing codes for all homes is per the minimum standards and requirements set forth in the codes listed in the attached table. Standards for rehabilitation are no more rigorous than those contained in the California Health and Safety Codes and the Uniform Building Codes.

The City of Union City is a member of The Silicon Valley Uniform Code Program that seeks to improve the regions regulatory climate by promoting consistency and reducing regulations while maintaining high safety standards in Silicon Valley. Union City, along with twenty-nine other cities in the Program, adopted 11 amendments, (5 to the UBC, 4 to the UPC, 1 to the UMC, and 1 to the NEC) which represents a 97 percent reduction in local building code amendments.

Building codes and their enforcement can increase the cost of housing and impact the feasibility of rehabilitating older properties that must be upgraded to current code standards. In this way, building codes and their enforcement can act as a constraint on the amount of housing and its affordability. However, the

codes enforced by Union City are similar to cities in the region, and are necessary to promote the minimum standards of safety and accessibility to housing (see Table 9-44). Thus, the codes are not considered to be an undue constraint on housing investment.

TABLE 9-44 BUILDING AND HOUSING CODES City of Union City		
Code Name (*All with California Amendments)	Code Date	Remarks
Uniform Building Code	1998	Some modifications for health and safety reasons, none substantial
Uniform Plumbing Code	1998	Some modifications for health and safety reasons, none substantial
Uniform Code for Abatement of dangerous buildings	1998	Adopted without modifications
Uniform Fire Code	1998	Added sprinkler requirements, including residential
National Fire Code	N/D	Not adopted by the City but used as a reference by the Fire Department in conjunction with UFC
State Health and Safety	N/D	Title 19 and 24 for life Code safety use as required
National Electrical Code	1998	Adopted with amendments eliminating some exceptions as allowed by code
Uniform Mechanical Code	1998	Adopted with little modification, none substantial.
Uniform Housing Code	1998	Adopted without modification
Source: City of Union City Community Development Department, June 2001.		

In some cases, energy conservation requirements may increase construction costs and, therefore, the initial sales prices and cost of rent. These increased costs should, however, be offset by the long-term reductions in the utilities component of housing operation costs. Accessibility modifications will also increase initial sales prices and rents, but will help address the housing needs of elderly and handicapped persons.

Local Permit Processing Fees

State law requires that local permit processing fees charged by local governments must not exceed the estimated actual cost of processing the permits. Table 9-45 lists the fees that the City currently charges for processing various land use permits.

TABLE 9-45
PLANNING FEE SCHEDULE
City of Union City

Administrative Site Development Review and Site Development Review for an Individual Single Family Unit.	\$377
Site Development Review - All Others	\$3,552 + 323 per acre over one acre
Tentative Parcel Map	\$1,722
Tentative Tract Map	\$4,951 + \$107 per lot over five lots - maximum \$10,000
Negative Declaration (Unmitigated)	\$270 + consultant cost + 64%
Negative Declaration (Mitigated)	\$1,506.95 + consultant cost + 64%
Environmental Impact Report	Consultant cost + 64%
Zoning Text Amendment	\$1,076
Zoning Map Amendment	\$3,659.70
General Plan Amendment	\$4,844 up to five acres + \$430.60 each additional acre Maximum \$10,000
Variance	\$915
Use Permit - Residential Districts including day care facilities for 12 or fewer children	\$645
Administrative Use Permit	\$377
Appeals	\$78
Source: City of Union City Community Development Department.	

Permit Processing Times

The minimum amount of time for processing permits is established by requirements for environmental review and public notice, and by the meetings of the Planning Commission and City Council. While there is little room for processing permits any faster than the City already does, the current practice of automatic review of some Planning Commission permit decisions by the City Council does add several weeks to the total permit processing time. This practice is atypical of cities the size of Union City. Ultimately, the maximum amount of time for processing residential development permits is set by State Law (*California Government Code* 65920 et. seq.).

The following table summarizes the average time required for the City of Union City to process development permits.

TABLE 9-46

AVERAGE PERMIT PROCESSING TIME
City of Union City

Type of Permit	Average Needed Time*
General Plan Amendment	3-4 months
Rezone	3-4 months
Tentative Tract Map	2-3 months
Tentative Parcel Map	2-3 months
Site Development Review	3 months
Admin. Site Development Review	6-8 weeks
Variance	2-3 months
Use Permit	2-3 months
*Assumes a negative declaration or categorical exemption is processed concurrently. An estimated additional six months would be necessary in an environmental impact report is required.	
Source: City of Union City Community Development Department	

On- and Off-Site Development Standards

Union City requires both on- and off-site improvements for new development. The standards for these improvements are typical of communities of similar size and situation. The City has investigated the implications of revising their standards to allow for deviations that might reduce the cost of residential development. It concluded that such deviations might compromise City efforts to assure the continued improvement of the quality of development within the city. It is the City's opinion that its development standards do not constitute an unreasonable or unnecessary constraint on housing production.

Residential Development Fees

Since the passage of Proposition 13 in 1978, local governments in California have come to rely increasingly on impact and connection fees to finance infrastructure. The City of Union City charges several fees on residential development at the building permit stage, as shown in Table 9-47.

TABLE 9-47
DEVELOPMENT FEES
City of Union City

Type	Per Unit
School Mitigation ¹	\$3.85 per square foot
Traffic Signalization	Single Family = \$570.00 per acre Duplex = \$1,141.00 per acre Condos, apartments, townhouses = \$1,711.00 per acre Mobile Home = \$570.00 per acre
Fire Equipment Acquisition	\$1.40/sq. ft. of occupiable space above second story
Sewer System Fee	\$2,618 per unit
Meter and Service Line Installation Charge	\$4,400 (When meter is not already in place)
Water System Connection Charge (When building new unit)	Single Family Dwelling Units = \$4,860 per dwelling unit Multiple Dwelling Units (3 or more units per building) = \$3,980 per dwelling unit
Water System Property fees (In a new subdivision)	Basic Rate = \$5,335 per acre Nonpotable Rate = \$1,250 per acre Private (Non-District) Well = \$1,250 per acre
Pacific Bell (Phone Hook-up)	\$125 = phone jack installation \$78 = hook up
PG&E (Gas and Electric Hook-up) ²	\$5,000 / average per dwelling unit
Park land dedication ³	Assessed using the Park Land Dedication formula: Minimum Acreage = Acreage/DU x DUs (Where DU's = Number of New Dwelling Units Acreage/DU = Values in last column of the following Table)
Fees in Lieu of Land Dedication (50 parcels or Less) ⁴	Assessed using the following formula: Total Fees = 1.20 x FMV x (AC/DU) x DU's
Land Dedication and Fee (Over 50 Parcels)	The fees are assessed as done under "Fees in Lieu of Land Dedication" on the basis of the number of new dwelling units. The Land dedication is assessed as under "Park land dedication". If a major part of the local park or recreation site has already been acquired by the City and only a small portion of land is needed, such portion shall be dedicated.

TABLE 9-47

DEVELOPMENT FEES City of Union City

¹ These Fees are established and used by the New Haven Unified School District

² There are many variable related to these costs, including whether the electricity is put in overhead or underground, and the distance from the hookup lines to the residential facility. PG&E could not supply a precise average cost, but stated that \$5,000 for gas and electricity combined could be considered a conservative average price. Looking at a range of prices, PG&E stated that \$13,000 dollars (including a 34% tax for franchise) was charged for an electricity hookup alone, that needed to be hooked up across the street and underground, while a lower price of \$1,500 to \$3,000 could be the combined charge for electrical and gas hookup where the distance to the hookup is short. The fee for putting in a meter costs \$50.

³ Types of Dwellings	Average Density/DU	Density Range (AD/DU)	Acreage/DU (AC/DU)	Acreage/DU (AC/DU)
Single-Family	3.6	3.3 - up	.0108	0.01107
Duplex, Med-low	3.1	3.0-3.2	.0093	0.01011
Cluster, Medium	2.8	2.6-2.9	.0084	0.00750
Cluster, Med-High	2.3	2.2-2.5	.0069	0.00750
Apartments	1.8	1.5-2.1	.0054	0.0054

⁴ Where:

FMV = Fair Market Value of Land. It is a written appraisal acceptable to Union City, provided by the subdivider immediately prior (within 6 weeks) to the filing of the final map.

BA = Buildable Acre. It is the typical acres of subdivision, with a slope less than 10% and located in other than an area on which building is excluded because of flooding, easements, or other restrictions.

DU's = Number of New Dwelling Units, or Condominium Units

AC/DU = Average Density per Dwelling Unit. (See last column of Park Dedication table, above)

Source: City of Union City Community Development Department, June 2001.

NONGOVERNMENTAL CONSTRAINTS

The availability of housing is strongly influenced by market factors over which local government has little or no control. State law requires that the housing element contain a general assessment of these constraints; this assessment can serve as the basis for actions which local governments might take to offset the effects of such constraints. The primary market constraints to the development of new housing are the costs of constructing and purchasing new housing. These costs can be broken down into four categories: 1) materials; 2) labor; 3) land; and 4) financing.

Material Costs

A major component of the cost of housing is the cost of building materials, such as wood and wood-based products, cement, asphalt, roofing materials, and plastic pipes. Prices of these goods are affected primarily by two factors: the demand for such materials and inflation. Due to the current economic slowdown, the overall cost of constructing new housing will likely be going down.

Cost of Labor

Another major cost component of new housing is labor, and the Bay Area has historically had a relatively high labor wage rate. Such high wages contribute significantly to the cost of housing in Union City. Changes such as increased wage demands on the part of local building industry unions or increasing use of non-union labor would affect the overall cost of labor, but such changes are difficult to account for and consequently difficult to address in the context of new housing construction. Due to the current economic slowdown, the labor costs will likely be going down.

Land Costs

The effect of land costs on residential development is more easily identified. Costs associated with the acquisition of land include the market price of raw land and the cost of holding land throughout the development process. These costs can range from about 10 percent of the final sales price of new homes to nearly half in very small developments or in areas where land is scarce. Among the variables affecting the cost of land are its location, its amenities, the availability of public services, and the financing arrangements made between the buyer and seller. As Union City gets closer to full build-out of its developable land, land costs will likely increase significantly.

Raw land in Union City has been estimated to be worth approximately \$500,000 per acre, or about \$100,000 for a typical single-family lot. Smaller infill parcels with services available would be worth up to 25 percent more depending on their location. In addition to the cost of the raw land, new housing prices are influenced by the cost of holding land while development permits are processed. The shorter the period of time that it takes a local government to process applications for building, the lesser the effect inflation will have on the cost of construction and labor. Permit processing times are discussed earlier in this chapter in the context of governmental constraints on the development of affordable housing.

Cost and Availability of Financing

In the early 1990s there was much discussion in the regional and national press of a "credit-crunch" that made it difficult for developers to obtain financing for new real estate projects. In fact, financial institutions did reduce lending activity in response to more stringent regulations. However, these reforms addressed lending abuses associated primarily with very risky projects which were conceived with little relation to project economics and underlying market conditions. Bankers and regulators assert that financing is currently available for well-planned projects that are financially sound and target a demonstrated market demand. One current aspect of financing that does differ from the early 1990s is that lending institutions generally require greater contributions of equity from developers to ensure that developers share in the risk of the project by committing their own money. In this respect, financing is less likely to be available to developers who are not financially sound and lack the appropriate contribution of their own capital.

For credit-worthy projects, residential construction loan rates are presently at relatively low levels due to the low inflation levels that have prevailed over the last several years. Expectations of continued low inflation should help to keep financing rates at reasonable levels for the remainder of the Housing Element planning period. This is a benefit to home builders, who can take advantage of the interest savings on construction financing to reduce their overall cost to develop new housing.

Total Development Costs

Table 9-48 presents a hypothetical composite of all the associated costs that contribute to the final cost of a typical single-family home (i.e., 1,500 square-feet, 3-bedroom home on a 6,000 square-foot lot). It should be noted that the totals in Table 9-48 represent a likely scenario and that the actual development costs will vary with the size, quality, and location of the development.

TABLE 9-48 TYPICAL SINGLE FAMILY HOME COST COMPONENTS Union City September 2001	
Cost Item	Amount
Construction Costs	\$119,800
Construction Loan Interest	\$5,000
Land Cost	\$100,000
Land Financing	\$7,000
Permits and Fees	\$19,853
Developer Profit and Marketing (21%)	\$52,847
Total Cost	\$304,500
Source: J. Laurence Mintier & Associates; Stern and Champion Development.	

9.4 PAST AND CURRENT PROGRAM EFFORTS IN UNION CITY

Federal, State, and local agencies and private developers have a long history of active involvement and cooperation in the provision of affordable housing and the improvement of housing conditions in Union City. This chapter summarizes the major housing efforts in Union City.

CURRENT PROGRAMS

The City of Union City utilizes local, State, and Federal funds to implement its housing strategy. Because of the high cost of new construction, more than one source of public funds is required to construct an affordable housing development. The City of Union City does not act as a developer in the production of affordable units, but relies upon the private sector to develop new units with the assistance of these various funding sources.

Redevelopment Agency

The Union City Redevelopment Agency is the primary source of housing funds for the City's housing programs. According to the 2000-2004 Five-Year Implementation Plan for the Union City Redevelopment Project Area (the Project Area), approximately \$8.2 million in housing set-aside funds will be available to support affordable housing activities within the Project Area through 2004. These funds will be used to provide 97 units of senior housing, 10 substantially rehabilitated units, 24 units in the affordable homeownership program, and 88 new units of affordable housing.

According to State Redevelopment Law, 20 percent of the tax increment funds generated from development in the Project Area must be used to support low and moderate income housing. The funds can be used independently by the Agency or in conjunction with profit-motivated and nonprofit developers, as well as other public agencies such as the Alameda County Housing Authority. According to State law, the 20 percent set-aside funds may be used for the following purposes.

- Land acquisition
- Existing housing acquisition
- Housing rehabilitation
- Short and long-term development financing
- Rent subsidies
- Homeownership assistance
- Financial leverage techniques such as interest rate buydowns
- Planning and construction of low and moderate income housing
- Payment of predevelopment costs
- Payment of operating expenses for nonprofit corporations

During the past five years the Agency has used prior housing set-aside funds for the following major projects:

- *E Street Project* - This involved land acquisition and assembly and replacement of commercial properties with 12 affordable single family homes for large families. Four units are reserved for very low-income households and eight, for moderate-income households.
- *Rosewood Terrace* - The first phase of this senior housing project was developed by Eden Housing. There are 44 units for very low-income seniors. The Agency's funds supplemented the Section 202 grant from HUD.

- *Tropics Mobile Home Park* - The Agency provided \$2.5 million to a nonprofit to purchase the mobile home park and preserve affordability for the low-income seniors living there.
- *Mission Gateway* - The Agency has used set-aside funds that will provide 120 affordable housing units that will serve very-low income residents. The completion date for the Mission Gateway project is estimated to be between 2003 and 2004.
- *Scattered Sites in Decoto* - The Agency acquired five lots on scattered sites which will result in five affordable housing units.

UNION CITY HOUSING PROGRAMS

The City of Union City operates a number of housing programs. These are summarized in Table 9-49 and include repair/rehabilitation loans for owner-occupied, single-family and mobile homes, and rehabilitation loans for rental housing. Most of these programs are funded with Community Development Block Grant (CDBG) and redevelopment funds and are targeted to households earning 80 percent or below of area median income (AMI).

In addition to programs administered by the City, there are other programs that Union City residents can benefit from that are administered by the Alameda County Housing Authority.

TABLE 9-49

HOUSING PROGRAMS USED IN THE CITY OF UNION CITY

Housing Programs	Funding Source	Target Group	Benefits	# of Households Assisted to Date
Minor Home Repairs for Owner Occupied Units	CDBG (Program is carried out with assistance from Alameda County HCD, which provides rehabilitation services, inspection, monitoring and outreach.)	Low and moderate-income households	Provides grants from \$500 to \$2,000 for the following: minor home repairs, exterior paint and clean-up, improved accessibility, seismic retrofit and security locks.	Since 1988, when Union City became a CDBG entitlement community, nearly 700 units received minor home grants.
Major Owner-Occupied Housing Rehabilitation Program	CDBG	Low and moderate-income households	Provides low interest rehabilitation loans of up to \$35,000 for repairs and improvements to owner occupied units.	Since 1988, over 100 units have received major rehabilitation loans.
Mobile Home Grant Program	CDBG	Low and moderate-income households	Provides grants from \$500 to \$2,000 for rehabilitation or seismic retrofitting of owner-occupied mobile home units.	This program averages two grants per year.
Code Enforcement	CDBG and redevelopment funds	Substandard dwellings in targeted areas such as the Decoto and Alvarado areas	Code Enforcement Officer works with homeowners and businesses to remove substandard or blighted conditions.	Code enforcement has performed over 500 residential abatements in the last five years.
Mortgage Credit Certificate Program (MCC)	CDLAC and Alameda County	115% of AMI	Tax Credit Maximum - 15% of annual mortgage interest.	Since 1993, 125 Union City households have received MCCs. Approximately 25 additional certificates are expected to be issues to Union City homebuyers in the next five years.
Single Family Bond Program	Federal tax-exempt bonds issued by City of Berkeley and Union City (\$19.5 million was allocated for projects in Union City)	First-time homebuyers (Income at time of purchase could not exceed \$51,681. The maximum purchase price for a new home was \$168,410 and for an existing home, \$164,120.)	Home purchase loan at interest rate below market	191 housing units were financed under this program between 1984 and 1987. Since there are no resale restrictions under the program, only those homes still occupied by the original purchasers are likely to be considered affordable.
Section 8 Vouchers	Department of Housing and Urban Development	80% and below	Rental Assistance	As of August 2001, 528 households in Union City are participating in this program.

TABLE 9-49

HOUSING PROGRAMS USED IN THE CITY OF UNION CITY

Housing Programs	Funding Source	Target Group	Benefits	# of Households Assisted to Date
Fair Housing/Housing Counseling - Eden Council for Hope and Opportunity (ECHO)	CDBG	Primarily low- and moderate-income households	ECHO provides housing counseling, education, tenant/landlord counseling and mediation.	Since Union City began funding ECHO in 1988, over 1,300 households have received counseling and remediation assistance.
Assistance for Homebound Seniors (Senior Service Case Management Project)	CDBG	Low-income seniors who are homebound	The case management services are provided through a contract with the City of Fremont. The goal is to coordinate services to delay or prevent premature institutionalization.	Approximately 50 clients are assisted annually.
Senior Meal Program	CDBG	Low-income seniors	Spectrum Community Services provides congregate meals at the City's senior center. This helps seniors to continue to live independently.	An average of 55 meals daily are served Monday through Friday.
Energy Services and Housing Rehabilitation	CDBG	Low-income seniors	Spectrum Community Services provides weatherization, conservation, and housing rehabilitation services to seniors living in Alameda County.	--

Sources: City of Union City and Vernazza Wolfe Associates, Inc.

Alameda County Housing Authority

The Alameda County Housing Authority exercises housing authority responsibilities for the City of Union City as well as for the balance of Alameda County, excluding Oakland, Berkeley, Livermore, and the City of Alameda, which contain their own housing authorities.

Conventional Public Housing

The Alameda County Housing Authority directs much of its effort toward providing affordable housing in Union City. The Housing Authority currently (2001) owns and operates 194 units of conventional public housing for low-income families in Union City. This represents 85 percent of the 234 units owned and operated by the Housing Authority countywide. Table 9-50 below provides a breakdown of these units in Union City.

TABLE 9-50 ALAMEDA COUNTY HOUSING AUTHORITY UNITS City of Union City	
Location	Number of Units
2000-2052 Nidus Court (elderly housing)	50
4131-4183 Dyer Street (elderly housing)	50
4125 Dyer Street (family housing)	36
406-8 E Street	2
33524-26 Third Street	2
33332-34 Third Street	2
Scattered Site Housing	28
Scattered Condominiums	24
Total	194
Source: Union City Community Development Department, June 2001.	

Under Article 34 referendum authority, the Housing Authority can construct an additional two units of affordable housing in Union City. The Housing Authority also plans to work with nonprofit developers to provide additional units of affordable housing that are not restricted by Article 34. Union City views these plans as an opportunity to continue its ongoing cooperation with the Housing Authority to provide affordable housing.

Currently, the Housing Authority manages four houses owned by the City of Union City in the Decoto Area. The City plans to sell these units to the Housing Authority, which will rent them at an affordable rental rate and continue their management. The Housing Authority also owns some vacant land in the Decoto area, which it plans to develop as low- to moderate- income housing.

Section 8 Program

In addition to providing affordable housing, the Housing Authority administers the HUD Section 8 program. The Housing Authority currently (August 2001) administers 559 Section 8 rent certificates or vouchers for households living in Union City, an increase from the 461 administered in 1990.

Table 9-51 summarizes Housing Authority activity in providing assisted housing in Union City and surrounding communities and compares it to the total number of households. The table shows that Union City has the second highest percentage of Housing Authority assisted housing when compared to these surrounding communities. Table 9-52 shows the City's increase in the number of Section 8-assisted households compared with neighboring communities since 1990. It should be noted that these tables focus only on Housing Authority activity and do not purport to reflect all assisted housing activities in the various cities. Although Union City experienced a smaller percentage increase in the amount of Section 8 certificates than the surrounding cities from 1990 to 2000, from 1980 until 1990 Union City experienced the largest, with an increase of 491 percent.

TABLE 9-51

**HOUSING AUTHORITY ASSISTED HOUSING
Union City and Selected Areas
2001**

Jurisdiction	Total Households	Section 8 Certificates Or Vouchers	Public Housing	Total Assisted Households	Percentage of Assisted Households
Union City	19,042	528	198	626	3.3%
Fremont	69,616	1,106	0	1,106	1.6%
Hayward	44,991	1,657	0	1,657	3.7%
Newark	13,152	177	0	177	1.3%

Source: Union City Community Development Department, June 2001.

TABLE 9-52

**SECTION 8 CERTIFICATES AND VOUCHERS
Union City and Selected Areas
1990-2000**

Area	1990	2000	Percentage Change
Union City	461	528	14.5%
Fremont	848	1,106	30.4%
Hayward	1,364	1,657	21.5%
Newark	149	177	18.8%

Source: Union City Community Development Department, June 2001.

In the past, the Housing Authority maintained 100 percent placement with their Section 8 certificate program throughout Alameda County. Currently, about 90 percent of the issued Section 8 certificates in Alameda County are being used. People with the other ten percent have not found housing to rent. The 10 percent drop is explained, among many other variables, by the strong market in Silicon Valley, which gives private owners less incentive to rent their property to subsidized renters.

The Housing Authority's main goal is to bring the Section 8 program back to 100 percent placement in the next two years. In order to achieve this goal, the Housing Authority is striving to educate its tenants on effective techniques to find rental housing units, and reaching out to property owners to help them understand the advantages provided by Section 8.

AFFORDABLE HOUSING PROJECTS IN UNION CITY

In addition to these ongoing housing programs, approximately 454 affordable rental units have been developed in the city, and an additional 265 units are under construction or in the planning stages. Table 9-53 presents detailed information on these housing units, including waiting list information. In addition, as discussed above, the Alameda County Housing Authority owns and manages approximately 194 units of conventional public housing, primarily for seniors, in Union City.

There are also several homeownership projects planned to benefit low and moderate-income households, including the following:

- **Pinn Bros. Housing Project** - The Redevelopment Agency has negotiated with Pinn Bros. Construction to build 24 townhomes units for sale to moderate-income households with resale restrictions. The 16 two-bedroom and 8 three-bedroom units were developed at the end of 2001.
- **Ryland Companies Housing Project** - The Redevelopment Agency negotiated with this developer to build three townhouse units for low-income households and three for moderate-income households. The units will be sold with resale restrictions. They are expected to be developed by mid 2002.

TABLE 9-53

SUBSIDIZED AND RESTRICTED AFFORDABLE HOUSING PROJECTS
City of Union City

Name of Development	Year Built	Sponsor	Total Number of Units	Address	Number of Affordable Units(1)	Target Group(s)	Funding Source(s)	Expiration Date	Waiting List (Spring 2001)	Comments
FAMILY RENTAL HOUSING										
Adrienne Village Apts.	1983	Private for profit	75	31755 Alvarado Blvd	15	Very Low-Income Families	Section 8 (15 units) Bond financing	8/2/2003 for the Sec. 8 subsidy	1,200	Have four wheelchair accessible units - always occupied - also have pool, covered parking
Greenhaven	1983	Equity Residential Properties	250	31770 Alvarado Blvd	50	Lower-Income Families	Bond financing	2027	500	Have two wheelchair accessible units - always occupied - also have pool, spa, covered parking.
Los Robles	1972	Ecumenical Housing Assoc. purchased under Title VI program in 1996	140	32300 Almaden Blvd.	140	Very Low- and Low-Income Families	Section 8 contract for 42 apartments, 236 rents on remaining units.	Preserved in 1996	300 - closed since 1997	- Community Room, have 2,3,4 and 5 bedroom apts. Most popular are 2 and 3's.
Mission Sierra	1986	Legacy Partners	150	3464 Mission Blvd.	31	Lower-Income Families	Bond financing	2029	" v e r y long"	Pool, jacuzzi, two wheelchair accessible apartments - always occupied.
Skylark Apts.	1986	Equity Residential Properties	176	34655 Skylark Dr.	35	Lower-Income Families	Bond financing	2029	" v e r y long"	Have pool, hot tub, covered parking
E Street Housing	1992-1997	Redevelopment Agency	4	scattered sites in Decoto	4	very low	RDA	n/a	" v e r y long"	large SF 4 bedroom homes managed by Housing Authority
		Subtotal	795		275					
SENIOR RENTAL HOUSING										
Rosewood Terrace	1999	Eden Housing Development Corp	44	33935 Alvarado Niles Rd.	44	Very low-income seniors	HUD Section 202, HOME, C D B G , redevelopment funds	2040	190	All are wheelchair accessible, have community room.

TABLE 9-53

SUBSIDIZED AND RESTRICTED AFFORDABLE HOUSING PROJECTS

City of Union City

Name of Development	Year Built	Sponsor	Total Number of Units	Address	Number of Affordable Units(1)	Target Group(s)	Funding Source(s)	Expiration Date	Waiting List (Spring 2001)	Comments
Vintage Court Senior Apts.	1998	USA Multifamily, Inc.	125	2499 Decoto	125	Lower-income seniors	Low Income Housing Tax Credits	2053	650	pool, spa
		Subtotal	169		169					
RESTRICTED OWNERSHIP HOUSING										
Ryland Glen	2001	Private developers	6	Glenwood Terrace	6	3 Low, moderate	3 developer write down	n/a	n/a	resale restrictions require sale to other moderate income families
E Street Housing	1992-1997	Redevelopment Agency	8	scattered sites in Decoto	8	moderate	RDA	n/a	n/a	resale restrictions require sale to other moderate income families
Monte Vista	2001	Private developers	24	Monterra Circle	24	moderate	Developer write down	n/a	n/a	resale restrictions require sale to other moderate income families
			38		38					
UNDER CONSTRUCTION AND PLANNED										
Senior Housing Project - Phases II and III	NA	Eden Housing Development Corp	145	Alvarado Niles Rd. near Senior Center	72	Very low-income and low-income seniors	HUD Section 202, HOME, C D B G, redevelopment funds	NA	NA	Phase II expected to be ready for occupancy in Fall 2003.
Mission Gateway			120	Mission Blvd. Between Whipple Rd. and Tamarack Dr.	120	Low income family housing	To be determined	NA	NA	Completion expected by the end of 2004
		Subtotal	265		192					
		TOTAL	1,268		696					

Notes: Extremely Low-Income = 30% Median Income or below, -Very Low-Income=50% Median Income or below; Low-Income=51% to 80% Median Income; Median-Income=100% Median Income, and Moderate-Income=80% to 120% Median-Income.

Sources: City of Union City staff, project managers/developers and Vernazza Wolfe Associates, Inc.

FUNDING PROGRAMS

There are several local, State, and Federal funding programs that can be used to assist first-time homebuyers, build affordable housing, and help special needs groups, such as seniors, the disabled, farmworkers, and the homeless. Because of the high cost of new construction, more than one source of funds is usually required to construct an affordable housing development. Funds provided may be low-interest loans that need to be repaid, or in some instances, grants are provided that do not require repayment.

These funding programs are summarized in Table 9-54. In most cases other entities, including for-profit and nonprofit developers apply for funds or other program benefits. For example, nonprofit developers apply directly to HUD for Section 202 and Section 811 loans, as did Eden Housing for the Rosewood Terrace senior project. The City of Union City does not act as a developer in the production of affordable units, but relies upon the private sector to develop new units with the assistance of these various funding sources. The City can help sponsor grant and loan applications, provide matching funds, or furnish land at below market cost. However, there are also programs, such as HELP, to which the City would apply directly. Finally, there are a few programs, such as the MCC Program or the Lease Purchase Program, to which individual households apply directly.

As discussed above, the Union City Redevelopment Agency provides funds for housing. According to the 1999 Five-Year Implementation Plan for the Union City Redevelopment Project Area, approximately \$8.2 million in housing set-aside funds are available to support housing projects through fiscal year 2003-2004. The Agency projects that these funds will be spent on identified programs and projects in the Project Area.

The City's financial support of private sector applications for funding to outside agencies is very important. Funding provided by Union City can be used as matching funds required of some programs. Local funding is also used for leverage. City support of private sector applications enhances the competitive advantage of each application for funds. At present, the Redevelopment Agency is the primary source of local funds along with CDBG funds. However, the City recently adopted an inclusionary housing program, which includes an in-lieu fee provision, although the emphasis of the program is for the developers to actually build the affordable units. This program is more comprehensive than the inclusionary program that was already being applied to projects located in the Union City Community Redevelopment Project Area. Furthermore, the City plans to consider a commercial linkage fee. These two programs would augment the Agency's housing set-aside funds and increase the City's ability to encourage and assist affordable housing development in Union City.

TABLE 9-54

SUMMARY OF AFFORDABLE HOUSING FUNDING PROGRAMS

City of Union City

FIRST-TIME HOMEBUYERS

Program	Description
Mortgage Credit Certificate Program (MCC)	Homebuyers can apply a portion of mortgage interest paid as a credit against their income tax obligations. The program primarily targets first-time homebuyers. The California Debt Limit Allocation Committee (CDLAC) is responsible for allocating authority for the mortgage credit certificate and mortgage revenue bonds subject to the annual volume cap for the state. The Alameda County Housing and Community Development Department administers this program in the county.
Housing Enabled by Local Partnerships (HELP) Program	California Housing Finance Agency (CHFA) sponsored program that provides low cost loans to cities for an array of housing activities, including down payment assistance.
School Facility Fee Down Payment Assistance Program	CHFA program that provides full or partial rebate of the school facility fee paid by the builder. The buyer can use this rebate to cover part of the down payment.
Low and No Down Payment Program	California Housing Loan Insurance Fund (CAHLIF) sponsored program that provides several loan options, including 100% loans, requiring no down payment.
Lease-Purchase Program (Operated by an existing agency or the creation of a new one with other cities in area)	The program assists potential homebuyers who lack down payment savings or an acceptable credit history to become homeowners. Lease-purchasers lease homes for a three-year period, while they gradually save for the down payment and closing costs. The East Bay Delta Housing Finance Agency operates a program in the Bay Area.
Community Assisted Shared Appreciation (CASA) Program	This program provides silent seconds (owed to participating lenders) and silent thirds (owed to the City). Funds are matched one for one by participating lenders.

FUNDING SOURCES FOR NEW CONSTRUCTION

HOME Investment Partnerships	This federally funded and regulated program provides flexible funding for affordable housing programs for low-income households (up to 80% of area median income). Union City is a member of the Alameda County Home Consortium. For FY2001, Union City's HOME balance is \$1,286,797, which will be used to help finance development of Phase II of Eden Housing's senior housing project. In addition, 15% of the Consortium's HOME funds (\$630,000) are reserved for Community Housing Development Organizations (CHDOs).
Community Development Block Grant Program (CDBG)	Union City is an entitlement jurisdiction for CDBG and receives its own allocation of funds annually (approximately \$789,000). Funds are used for housing rehabilitation, code enforcement, acquisition, fair housing, code enforcement and public services.
Low-Income Housing Tax Credits	Federal and state income tax credits provide a source of equity for low-income rental projects. The California Tax Credit Allocation Committee (TCAC) coordinates the award of these credits.
HELP Program	California Housing Finance Agency (CHFA) sponsored program that provides low cost loans to cities for an array of housing activities, as long as they support affordable housing.
State of California's Multifamily Housing Program (MHP)	A new state program that provides deferred payment loans for up to 55 years, with only a nominal fee charged annually. Eligible activities include new construction and rehabilitation of permanent and transitional rental housing for lower-income households.

TABLE 9-54

SUMMARY OF AFFORDABLE HOUSING FUNDING PROGRAMS
City of Union City

Union City Redevelopment Agency Funds	The Agency is expected to have approximately \$8.2 million in housing set-aside funds through FY 2004 to assist in affordable housing development and other housing-related activities.
Mortgage Revenue Bonds	The sale of tax-exempt bonds provides permanent financing at slightly below market interest rates for both single-family and multifamily housing. The California Debt Limit Allocation Committee (CDLAC) is responsible for allocating authority for the mortgage credit certificate and mortgage revenue bonds subject to the annual volume cap for the state. Some of the rental projects, such as Mission Sierra and Greenhaven, were financed with bonds, which require that at least 20% of the units be affordable to lower-income households.
SPECIAL NEEDS GROUPS	
Program	Description
New Construction - Section 202 and Section 811	The HUD 202 Program provides grant funds to develop senior housing. The HUD Section 811 Program provides grant funds to develop housing for persons with disabilities. Section 202 funding was used for Rosewood Terrace.
CDBG	Seniors with mobility problems can remain in their own homes longer, if it is possible to improve accessibility. CDBG funds can be used for this purpose.
HOMELESS INDIVIDUALS AND FAMILIES	
Emergency Shelter	Alameda County's Community Development Department coordinates programs and disperses funds for emergency shelters. Funds are available from the federal government (FESG and CDBG) and from the state (EHAP). The County's Continuum of Care Plan provides detailed information on funding resources.
Transitional Shelter	Financing sources include federal programs, such as HOPWA, HOME, CDBG, Section 8, and the State of California's EHAP Program.
MOBILE HOME PARK RESIDENTS/MANUFACTURED HOUSING	
Mobile Home Park Resident Ownership Program	This program, administered by the Department of Housing and Community Development (HCD), provides loans to resident organizations, local public agencies and nonprofit organizations to convert mobile home parks from private ownership
CalHome Program, Manufactured Housing Rehab/Replacement	This program, administered by HCD, provides funding for rehabilitation or replacement of substandard owner-occupied manufactured housing units. A city can use the funds to make loans to low and very low-income households.
Mobile Home Park Tenant Acquisition Program	CHFA administers this program that provides tax-exempt bond financing for tenant acquisition of mobile home parks, in conjunction with the State Mobile Home Park Resident Ownership Program and/or local government funding
Source: Vernazza Wolfe Associates, Inc., August 2001.	

FUNDS FOR PRESERVING UNITS AT-RISK OF CONVERSION

At this time, Adrienne Village is the only assisted housing project that is at risk of conversion to market-rate rents. Adrienne Village includes 15 units subsidized under a Section 8 contract expiring in August 2003. The estimated cost to replace these units is approximately \$2.7 million as shown below in Table 9-55. The cost to preserve the units will depend on the potential financing arrangements. The most promising is acquisition and rehabilitation under the tax credit program. In allocating tax credits to potential projects, the Tax Credit Allocation Committee gives additional points to at risk projects. A potential purchaser would probably also request financial assistance from the City.

The estimated cost of continuing to subsidize the assisted units in Adrienne Village if the Section 8 subsidy is lost is \$130,000 per year based on the average monthly HUD subsidy payment under the current Section 8 contract (\$10,800).

TABLE 9-55

**ESTIMATED REPLACEMENT COST OF UNITS
AT ADRIENNE VILLAGE
City of Union City**

	1 bd/1bath	2bd/1bath
Unit Size in Square Feet	600	850
Development Cost @ \$195 sf. *	\$117,000	\$165,750
Land Cost (\$20 sf.) - 40 units/acre	\$21,800	\$21,800
Total Development Cost	\$138,800	\$187,550
No. of Units in Adrienne Village	2	13
Replacement Costs	\$277,600	\$2,438,150
TOTAL ESTIMATED REPLACEMENT COSTS		\$2,715,750

* Includes all costs except land.

Source: Vernazza Wolfe Associates, Inc.

EVALUATION OF 1991 HOUSING ELEMENT ACCOMPLISHMENTS

The following section reviews and evaluates the City's progress in implementing the 1991 Housing Element. It reviews the results and effectiveness of programs, policies, and objectives for the previous Housing Element planning period. It also analyzes the difference between projected need and actual housing production.

The 1991 Housing Element was intended to serve a planning period from 1991 to 1996. However, this planning period was extended by State law to 1999.

Table 9-56 shows the total number of all housing units (single family and multi-family) permitted in the City of Union City by year from 1990 to 1999 (these are the number of permits issued and do not take into account the number of units occupied).

Table 9-57 shows a comparison of the ABAG-assigned regional fair share allocation of housing units for the 1990 to 1995 period for Union City to the housing produced between 1990 and 2000, by income group.

TABLE 9-56

**ANNUAL HOUSING PRODUCTION
PREVIOUS HOUSING PERIOD
1990-1999**

		1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
Building Permits Issued	Single Family	n/d	126	233	176	147	132	352	487	595	256
	Multi- Family	n/d	0	0	0	0	0	0	125	45	0

Source: City of Union City Community Development Department.

TABLE 9-57

**COMPARISON OF HOUSING NEED TO HOUSING PRODUCTION,
PREVIOUS HOUSING ELEMENT PLANNING PERIOD 1990-1999**

	Very Low	Low	Moderate	Above Moderate	Total
Total Allocation	169	133	205	383	890
Total Built: 1991-1999	48	125	33	2,468	2,674
Net Deficit/Surplus	-121	-8	-172	2,085 (surplus)	--

Source: City of Union City Community Development Department.

Tables 9-58 and 9-59 below provide an evaluation of City of Union City Housing Element policies and implementation programs.

TABLE 9-58

EVALUATION OF 1992 CITY OF UNION CITY HOUSING ELEMENT POLICIES

Policy	Policy Description	Evaluation
Goal A	To promote the development of upscale housing.	
A.1	Establish general plan, zoning, and other standards and procedures that promote upscale housing.	Accomplished - policies established that significantly increased upscale housing
A.2	Strive to ensure that 60 percent of the new units developed annually in the next five years are upscale units. Encourage the development of units in the \$500,000 plus range to provide a full range of housing opportunities.	Largely accomplished - 53% of all units developed were upscale
A.3	Strive to ensure that 60 percent of all units in the 511 Study Area are developed as upscale units.	Accomplished - 85% of all units developed in the 511 area were upscale
A.4	Strive to ensure that 85 percent of all units in the Hill Area are developed as upscale units.	No new units were developed in the Hills. The City received no new development proposals for this area.
A.5	Pursue annexation of lands within the Union City sphere of influence that provide suitable sites for upscale housing.	Accomplished in southeast portion of the City
A.6	Support and sponsor efforts to improve the image of Union City.	Accomplished - worked with developers, Chamber of Commerce, etc.
A.7	Support and sponsor both public and private efforts that improve the physical and aesthetic quality and value of existing development.	Accomplished through rehabilitation, working with developers on infill projects
A.8	Policies A.2, A.3, and A.4 shall not be construed as a limit on the City's ability to approve housing developments for very-low-, low- and moderate-income households to achieve its regional fair share allocation as determined by ABAG.	Largely accomplished with the funding that was available - aggressively pursued all economic ranges of housing
Goal B	To promote quality residential development.	
B.1	Encourage residential development of high architectural and physical quality and compatibility with adjacent land uses and buildings.	Accomplished - firm standards and practices were enforced
B.2	Through design criteria conforming with the City Security Ordinance, encourage the development of residential projects that include design features aimed at promoting personal security and discouraging criminal activity.	Accomplished - worked with police and fire to incorporate safety through design
Goal C	To provide a range of housing types for all economic segments of the community, while maintaining the single-family character of Union City.	

TABLE 9-58

EVALUATION OF 1992 CITY OF UNION CITY HOUSING ELEMENT POLICIES

Policy	Policy Description	Evaluation
C.1	Maintain an adequate supply of land in appropriate land use and zoning categories to accommodate projected household growth and to achieve residential vacancy rates allowing turnover with relative ease. The City will pursue annexation of residential land within its sphere of influence as the need arises and appropriate development projects are proposed.	Accomplished - adequate amounts of land were maintained and increased
C.2	Maintain an overall ratio of 75 percent single family to 25 percent multi-family development.	Largely not accomplished - 88% single family and 12% multifamily actually developed
C.3	Maintain an overall tenure ratio of 70 percent owner-occupied units to 30 percent renter- occupied units.	Largely accomplished - 71.3% owner and 28.7 actually achieved
C.4	Ensure that a full range of housing opportunity is maintained and that the creation of low- and moderate-income housing shall be on scattered sites throughout the city.	Accomplished - a variety of housing types were developed throughout the city
C.5	Promote the development of larger units, both ownership and rental, to accommodate the housing needs of Union City's larger average family sizes. Encourage the development of 5-bedroom single-family units and 3- and 4-bedroom multi-family units.	Accomplished - larger houses were the development trend
C.6	Limit annual residential growth to 450 units per year, with provisions for exceptions for very- low- and low-income units and units built pursuant to a specific plan.	The development limits were abolished
C.7	Give priority in the 511 Study Area to the provision of housing over other types of development, where not constrained by environmental factors or hazards.	Accomplished - virtually all 511 development has been residential
C.8	Promote owner occupancy of both new and existing condominium units.	Accomplished - the market has increased condo ownership in response to high costs
C.9	Use redevelopment powers to acquire and assemble sites for residential development, while minimizing displacement of existing residents.	Accomplished - when relocation has occurred, higher standards of living were achieved
C.10	Provide information to the public and developers on approved residential projects and vacant land supply.	Accomplished - ongoing list available to public
C.11	Establish criteria for identifying appropriate sites for high rise residential development, which include consideration of available services (e.g., roads, sewer, and water service) and compatibility with adjacent uses.	Accomplished - key areas, near mass transit, identified for high density development
C.12	Use state and federal funding assistance, to the extent that these subsidies exist and are appropriate to Union City's needs, to develop affordable housing.	Accomplished - used State (redevelopment) and HUD funds for affordable housing

TABLE 9-58
EVALUATION OF 1992 CITY OF
UNION CITY HOUSING ELEMENT POLICIES

Policy	Policy Description	Evaluation
C.13	Continue to utilize mortgage revenue bonds or other mortgage backed securities, to the extent that these techniques are available and appropriate to Union City's needs, to develop affordable housing.	Other funding vehicles have proven to be more practical
C.14	Continue to require that all new City multi-family revenue bond-supported housing projects make at least 20 percent of the total number of units available for very low- and low-income households either through agreements giving Section 8 certificate or voucher holders priority or through control of rents.	Accomplished - ongoing affordability for bond projects maintained
C.15	Support the Alameda County Housing Authority in securing an additional 24 units of publicly- owned housing in Union City. Consider expanding the City's Article 34 authority to allow the acquisition or development of more publicly-owned housing in Union City.	Accomplished - City continues to work with Housing Authority on new projects
C.16	Support the continued use of Section 8 rent certificates and vouchers by Union City residents.	Accomplished - Housing Authority continues to assist a high percentage of residents
C.17	Promote the expeditious processing and approval of residential projects that meet General Plan policies and City regulatory requirements.	Accomplished - City has streamlined process and permit costs are low
C.18	Ensure that City policies, regulations, and procedures do not add unnecessarily to the costs of producing housing while assuring the attainment of other City objectives.	Accomplished - process quicker and costs cheaper than neighboring cities
C.19	According to State law, the City shall grant density bonuses of at least 25 percent for qualifying projects as an incentive for the development of lower-income and senior citizen housing.	Accomplished - City has granted bonuses and provided cost incentives/participation
C.20	As required by State redevelopment law, ensure that overall private housing development in all of the redevelopment areas will include 15 percent low- and moderate-income housing, 40 percent of which will be made available to very-low-income households.	Not accomplished - but Agency has set long term plan to meet its requirements.
C.21	As required by State Redevelopment law, ensure that at least 30 percent of all new or rehabilitated units developed by the Redevelopment Agency within redevelopment areas will be available and affordable to persons or families of low- or moderate-income. Of this 30 percent, at least 50 percent must be affordable to very-low-income households.	Accomplished - this goal has been exceeded for Redevelopment Agency developed projects
C.22	If below-market-rate units are included in a project pursuant to the density bonus program or other local, state, or federal requirements, the City shall require buyer/renter eligibility screening and resale/rent controls for at least 30 years to maintain affordability of the units to originally targeted income groups.	Accomplished - resale restrictions have included these provisions

TABLE 9-58

EVALUATION OF 1992 CITY OF UNION CITY HOUSING ELEMENT POLICIES

Policy	Policy Description	Evaluation
C.23	Those residential units which are required to sell or rent at below-market rates and are included within a housing development shall be interspersed within the development and shall be visually indistinguishable from market-rate units.	Accomplished - below-market units are spread through the development and indistinguishable
C.24	The City shall ensure, through conditions of approval, that residential units which are required to sell or rent at below-market rates and are included within a housing development shall be produced simultaneously with market-rate housing.	Accomplished - affordable units are developed at same time as market-rate units
C.25	Consider the use of redevelopment funds to leverage other financial sources to develop affordable housing.	Accomplished - RDA funds are used with state, federal and local funds
C.26	Work with local nonprofit organizations and the Alameda County Housing Authority to acquire and bank properties for the development of affordable housing. Consider using Community Development Block Grant funds, redevelopment funds, in-lieu fees, and other financial resources to make such acquisitions.	Accomplished - City/Agency has partnered with non-profits to develop housing
Goal D	To encourage the maintenance, rehabilitation, and continued improvement of the existing housing stock and residential neighborhoods.	
D.1	Encourage private reinvestment in older residential neighborhoods and private rehabilitation of housing.	Accomplished - neighborhoods are revitalized through Neighborhood Preservation
D.2	Use state and federal funding assistance to the fullest extent these subsidies exist to rehabilitate housing. Continue to give housing rehabilitation efforts high priority in the use of Community Development Block Grant funds.	Accomplished - CDBG funded rehabilitation continues to be a valuable tool for the City
D.3	Establish housing rehabilitation as a high priority for use of redevelopment funds and resources.	Accomplished - Redevelopment Agency has earmarked funds for housing rehabilitation
D.4	Continue to give priority in City and Redevelopment Agency housing rehabilitation programs to the Alvarado and Decoto areas while also encouraging use of the programs for eligible households citywide.	Accomplished - these areas continue to be key focus of housing rehabilitation
D.5	Require that the sales value of infill development in older neighborhoods, other than low- or moderate-income housing, is at least 10 percent higher than the values of the surrounding development calculated on a per square foot basis.	Accomplished - given the current market, this goal was easily achieved
D.6	Support the revitalization of older neighborhoods by keeping streets, sidewalks, and other municipal systems in good repair. Work cooperatively with other agencies and utilities concerning the maintenance of their properties and equipment in Union City.	Accomplished - through Public Works and Neighborhood Preservation

TABLE 9-58

EVALUATION OF 1992 CITY OF UNION CITY HOUSING ELEMENT POLICIES

Policy	Policy Description	Evaluation
D.7	Use City and Redevelopment Agency rehabilitation and other appropriate programs to arrest the deterioration of newer housing and neighborhoods that are already showing signs of deterioration before repair costs become excessive.	Accomplished - rehabilitation and revitalization are major, ongoing tools for this goal
D.8	In areas affected by poor building design and disproportionately high levels of criminal activity, work with property owners to add security devices, strengthen fences, and redesign building elements to reduce crime problems.	Accomplished - police actively participate in project review and code enforcement
D.9	Promote the maintenance of existing mobilehome parks.	Accomplished - continued to work with park owners/tenants to achieve goals
D.10	Require abatement of unsafe structures, giving property owners ample opportunities to correct deficiencies and assuring that residents displaced by such abatement are given relocation assistance.	Accomplished - through aggressive use of code enforcement.
D.11	Minimize the demolition of existing multi-family housing unless the unit is found to be substandard and unsuitable for rehabilitation.	Accomplished - only the most seriously dilapidated units have been removed
D.12	Continue to promote the maintenance of rental housing consistent with City housing and building codes.	Accomplished - driven by complaints and answered through code enforcement
Goal E	To ensure the provision of adequate services to support existing and future residential development.	
E.1	Support the efforts of the Alameda County Water District and the Union Sanitary District to expand their facilities to ensure adequate water and sewer services in Union City.	Accomplished - goals of these agencies have been largely achieved
E.2	Encourage the New Haven Unified School District to work with the City to ensure the availability of adequate school facilities to meet the needs of projected households in Union City.	Accomplished - new schools have been developed on parallel track with housing
E.3	Support the use of CDBG and redevelopment funds for the upgrading of streets, sidewalks, and other public improvements in the Decoto and Alvarado Areas.	Accomplished - major improvements have been made in both areas
E.4	Ensure that park and recreation facility acquisitions and improvements keep pace with residential development.	Largely accomplished - neighborhood parks/open space are incorporated in developments
E.5	Ensure that housing developments pay their fair share in terms of financing public facilities and services.	Accomplished - fees have been established to meet capital improvement needs
E.6	Assess the special needs of young families and the elderly for improved and conveniently- located public and private services (e.g., transit, day care, medical facilities).	Accomplished - commercial, professional, and transit needs have been analyzed

TABLE 9-58

**EVALUATION OF 1992 CITY OF
UNION CITY HOUSING ELEMENT POLICIES**

Policy	Policy Description	Evaluation
E.7	Support the New Haven Unified School District (NHUSD) in their efforts to improve educational quality and academic excellence in local schools.	Accomplished - the City maintains its partnership with the NHUSD
Goal F	To promote equal opportunity to secure safe, sanitary, and affordable housing for everyone in the community regardless of race, sex, and other arbitrary factors.	
F.1	Continue to support fair housing programs through the City's Community Development Block Grant Program.	Accomplished- City continues its ongoing funding and support of ECHO Housing
F.2	Promote the enforcement of the State Fair Employment and Housing Commission.	Accomplished - the City ensures that access to housing is a universal right
F.3	Give special attention in housing programs to the needs of special groups, including the disabled, large families, the elderly, and families with low incomes.	Accomplished- accessibility, larger units and senior housing are a key focus of the City
F.4	Support efforts at the regional and subregional levels to provide housing for the homeless and those in need of emergency shelter.	Accomplished - the City provides direct funding for homeless shelters/services
Goal G	To encourage energy efficiency in all new and existing housing.	
G.1	Promote the use of energy conservation features in the siting and design of all new residential structures.	Largely Accomplished - enforced all required regulations and encouraged efficient design
G.2	Promote the use of weatherization programs for existing residential units, including programs operated by PG&E.	Accomplished - through rehabilitation, and non-profit programs
Source: City of Union City Community Development Department.		

TABLE 9-59

SUMMARY OF ACCOMPLISHMENTS UNDER 1992 CITY OF UNION CITY HOUSING ELEMENT IMPLEMENTATION PROGRAMS

	Implementation Program	Accomplished	Notes
1	Adequate Residential Housing Sites	Accomplished	Adequate sites were maintained and increased through zoning actions. The City redesignated historically non-residentially designated land uses (e.g., institutional, commercial, industrial, and agricultural uses) to a residential designation. Examples of these sites include Site U-2 — Mission Blvd north of Whipple — (formerly retail commercial), Site U-3 — Mission Blvd. South of Whipple (revised retail commercial designation to allow second story residential units), and V-4 — Pacific States Steel Corporation property (redesignated open space, industrial, institutional land to residential).
2	Inventory of Vacant Res.-zoned sites	Accomplished and Ongoing	Inventory has been ongoing and recently completed for the General Plan Update.
3	Work with Nonprofit org. and Housing Authority	Accomplished and Ongoing	The City has used a variety of funding sources to develop housing in partnership with non-profits, including 44 units of affordable senior housing with Eden Housing and the management of Agency-owned property by the Housing authority.
4	Revised Permit Reserve System	Accomplished	The system was revised and then eventually abolished.
5	Density Bonus in Zoning Ordinance	Not Accomplished	Although not yet incorporated directly in the Zoning Ordinance, the City has still complied with state Density Bonus law as applicable and required. The Housing Element's existing program regarding the density bonus will be carried forward into the 2002 Housing Element (as Program HE-A.3). The City will place priority on the implementation of this program by including a density bonus amendment in the next Zoning Ordinance amendment scheduled in mid 2002.
6	Establish guidelines for aesthetic compatibility	Accomplished	The City developed a design manual that set forth the City's guidelines and standards for quality, residential development.
7	Review the Capital Improvement Projects Budget	Accomplished and Ongoing	The City works directly with local agencies to ensure that their goals are consistent with those of the City.
8	Issue mortgage revenue bonds or other backed securities	Not Applicable	The City has used other sources, such as Redevelopment Agency and HUD funds, to develop affordable housing.
9	Administer Community Block Grant funds	Accomplished and Ongoing	The CDBG program has been very successful for the City, with housing rehabilitation a key component of the program.
10	Reservation of afford. units in City bond projects	Accomplished and Ongoing	Through extended funding terms and non-profit conversions, no affordable units have been lost.

TABLE 9-59

**SUMMARY OF ACCOMPLISHMENTS UNDER 1992 CITY OF UNION CITY
HOUSING ELEMENT IMPLEMENTATION PROGRAMS**

	Implementation Program	Accomplished	Notes
11	Acquisition of developments for public housing	Accomplished and Ongoing	The Housing Authority continues to acquire appropriate sites in Union City with the City's express support and cooperation.
12	Feasibility study of policy alternatives	Accomplished and Ongoing	The City has recently adopted an Inclusionary Zoning Ordinance.
13	Continue Mortgage Credit Certificate (MCC) program	Accomplished and Ongoing	Despite a significant reduction of funding at the state level, the program continues to be popular and successful.
14	Obtain funds for rehabilitation and construction of housing	Not Applicable	Many of these state programs no longer exist or are not applicable to the affordable housing projects that have been developed.
15	Application for HCD New Construction Programs	Not Applicable	Many of these state programs no longer exist or are not applicable to the affordable housing projects that have been developed.
16	Application for CHFA Rehabilitation Programs	Not Accomplished	The City is currently in the process of applying for a CHFA HELP Loan for affordable senior housing development.
17	Incorporation of Housing Element into General Plan	Ongoing	The City is currently in the process of revising its General Plan on a parallel track as the 2001 Housing Element Update.
18	Monitoring of Surplus Public Land	Accomplished and Ongoing	The City coordinates with non-profits and the Housing Authority to identify potential surplus properties that may be appropriate for affordable housing development. There are very few publically-owned sites that could be considered as surplus.
19	Assistance for High Crime Properties	Accomplished and Ongoing	Through input from Police Department and Neighborhood Preservation efforts and targeted blight removal, the City has made very significant headway in making neighborhoods safer.
20	Review of Permit Streamlining Possibilities	Accomplished	The City has simplified and streamlined the development process.
21	Review of Park Standards	Accomplished and Ongoing	The Leisure Services Department continues to update inventories of community recreational needs.
22	Review of Present Special Needs Programs	Accomplished and Ongoing	The City has adopted a policy for increased accessibility, promoted and required larger units, and approved and developed affordable senior housing.
23	Continuation of Support of ECHO Fair Housing Program	Accomplished and Ongoing	The City continues to fund and participate with ECHO to promote and ensure fair housing opportunities.
24	Continuation of Funding for ECHO Rental Assistance	Not Accomplished	The City is currently (February 2002) in the process of reviewing the feasibility of this program.

TABLE 9-59

SUMMARY OF ACCOMPLISHMENTS UNDER 1992 CITY OF UNION CITY HOUSING ELEMENT IMPLEMENTATION PROGRAMS

Implementation Program		Accomplished	Notes
25	Publicize Weatherization Programs	Accomplished and Ongoing	Utilize the City's housing rehabilitation program, Spectrum Community Services and P.G. & E programs
26	Enforcement of Title 24 Requirements	Accomplished and Ongoing	Regulations are updated to meet current State law and are strictly enforced.
27	Establishment of Upscale Housing Guidelines	Accomplished	Essentially, these guidelines were established by the current housing market.
28	Encouragement of Large Units	Accomplished and Ongoing	The market has pushed larger units and the City has included larger units in several of its own affordable housing projects within the city to address the needs of affordable housing.
29	Establishment of Program to Acquire Large Units	Accomplished and Ongoing	The City continues to work with the Housing Authority to identify appropriate properties.
30	Continuation of Support for ACHA Section 8 Administration	Accomplished and Ongoing	Union City continues to have one of the a largest portfolios of Section 8 units in Southern Alameda County.
31	Extension of Affordability Controls in Federally-Subsidized Projects	Accomplished and Ongoing	All units were successfully preserved.
32	Participation with Tri-City Homeless Coalition	Accomplished and Ongoing	The City funds and supports the TCHC, and has TCHC Transitional Housing units located in Union City.
33	Modification of Zoning Ordinance for Emergency Transitional Housing	Not Accomplished	The City will place priority on the implementation of this program by modifying the Zoning Ordinance to identify transitional housing and emergency shelter to be allowed by right in the next Zoning Ordinance amendment scheduled in mid 2002.
34	Enforcement of Inclusionary Requirements in Redevelopment Area	Not Accomplished	The Agency has set long term plans to meet its requirements and is currently working with non-profit housing developers to design projects that will meet or exceed its inclusionary requirements.
35	Exploration of Innovative Design for Affordable Housing	Accomplished and Ongoing	As part of the Inclusionary Zoning Ordinance, the use of duplexes within single family projects was included as one option to help meet affordable housing goals.
36	Study Expansion of Article 34 Authority	Largely Accomplished and Ongoing	For the most part, the majority of affordable housing projects can be achieved without expanding Article 34 Authority.
37	Review of Secondary Unit Ordinance	Accomplished	It does not appear that the existing Secondary Unit Ordinance acts as an impediment to affordable housing, particularly in the context of Union City's historical residential development pattern.

TABLE 9-59

SUMMARY OF ACCOMPLISHMENTS UNDER 1992 CITY OF UNION CITY HOUSING ELEMENT IMPLEMENTATION PROGRAMS

	Implementation Program	Accomplished	Notes
38	Annex Residential Land within Sphere of Influence for future Projects	Accomplished and Ongoing	Areas located in the southwest corner of the city have been annexed and developed.
39	Annually Review Implementation of Housing Element	Largely Accomplished and Ongoing	The pace of development over the past several years largely became the engine for implementation of the ordinance.
Source: City of Union City Community Development Department.			

The City of Union City accomplished nearly all of its housing policies and implementation programs from the 1992 Housing Element.

WHAT WAS LEARNED FROM THE LAST HOUSING ELEMENT

The City of Union City was able to make significant inroads in the production of affordable housing, particularly in light of relatively limited available funding. As described above, the City met nearly all of the goals in its policies and implementation programs. Although Union City was not successful in meeting all of its fair share housing allocation, we were able to increase the number of affordable units by 36 percent. The bulk of this production occurred after 1995, when the economy began to grow once again.

Union City's strategy has been largely to leverage limited housing funds by acquiring properties and partnering with non-profit housing developers to develop the sites. The City has also worked cooperatively with for-profit developers to reserve units for low- and moderate income households. It is these partnerships that the City has found to be the key to any successful affordable housing program. While it is obvious that it is virtually impossible for local governments to meet their fair share housing goals without substantial state and/or federal financial assistance, significant inroads can be made by establishing ongoing relationships with non-profit and for-profit developers.

If the City were to pick a key issue to be addressed in the updated Housing Element, it would be the necessity to aggressively pursue high density development. The City has included numerous policies and programs that address this issue, and key sites for such development have been identified, particularly near transit hubs, which will also help remediate congestion issues of new housing. The City's newly adopted inclusionary zoning program will also be an important tool to encourage affordable housing production in the City.

In summary, it appears that the goals of the updated Housing Element and the supportive direction of the City have set the stage for even greater affordable housing development in the next five to ten years. Indeed, plans are already being finalized for the construction of approximately 205 new affordable units in the next three years alone. Although the economy currently shows signs of uncertainty, the City's resolve and goals will remain clear.

FINDINGS

SECTION 9.1

Population

- Union City has grown rapidly since its incorporation in 1959, having multiplied over 10 times since 1960. According to ABAG, the city is expected grow slower rate than its neighboring communities (i.e., Fremont, Hayward, Newark, and Alameda County) over the next 20 years.
- Between 1990 and 2000, Union City showed increases in the percentage of the "5-17" and "65 and Over" age categories showing the aging of the existing population and the influx of families with several children.
- From 1990 to 2000, Union City has become more diverse ethnically/racially with an increase in the amount of Asian and Hispanic families.
- Union City was ethnically more diverse than surrounding cities in 2000. Union City had the largest percentage of non-White residents (65.1 percent), greater than Hayward (51.8 percent), Fremont (47.6 percent), Newark (42.2 percent), and Alameda County (46.9 percent).
- Group quarters housed only 0.6 percent of Union City's population in 2000. Most of these residents lived in the Masonic Home, a private home for the aged.

Employment and Unemployment

- In 2000, according to ABAG estimates, Union City had 17,130 jobs and 32,700 employed residents, or nearly than one job for every two employed residents. ABAG projects these numbers to increase to 20,170 jobs and 42,100 jobs in 2020.
- Union City's unemployment rate of 2.2 percent in 2000 was lower than the countywide rate of 3.0 percent or the state rate of 4.9 percent.

Households

- Union City's household size has been steadily increasing between 1980 and 2000, from 3.28 to 3.62 persons. Union City's large family size may be attributed to the influx of Asian/Pacific Islander and Hispanic families who, according to the 2000 U.S. Census have relatively large family sizes.
- Union City had a larger proportion of very-large households and a smaller proportion of single-person households than did neighboring cities. Of the surrounding communities, Union City has the largest percentage of households with six or more persons in 1990. Over 1,800 households or 11.5 percent of total households in Union City had households with six or more persons.

Households Income

- In 1990, Union City had a mean income of \$46,988, a change of 95 percent since 1980.
- The California Department of Housing and Community Development (HCD) estimates that the 2000 Alameda County median household income is \$71,600 per year (for a family of four). Based on the HCD median household income figure and the HCD income categories described above, very low-income households earn less than \$35,800 per year. Low-income households earn \$35,800-\$53,850; moderate-income households have incomes of \$53,850-\$85,900; and above moderate-income households earn over \$85,900.

Households with Special Needs

- In 2000, 8.1 percent of all people living in Union City are seniors, and over 20 percent of all households included one or more seniors.
- In general, most senior households consist of a unmarried/widowed elderly person living alone, or a married couple. In comparison, among non-senior households, a smaller percentage of these households consist of a lone resident. This information suggests that housing developments for senior households should contain larger proportions of smaller housing units than projects intended for the general population.
- As of 1990, the majority of senior households in Union City were homeowners. Of all 1990 households headed by persons of 65 years of age or older, 74.6% owned their homes and 25.4% rented. Approximately 62 percent of all senior renter households paid 30 percent or more of their incomes for rent in comparison to 41 percent of non-senior renter households.
- Union City has two affordable privately owned senior rental projects: 1) Vintage Court Senior Apartments (125 units) and 2) Rosewood Terrace (44 units).
- Based on long waiting lists for senior housing, the number of seniors receiving supplemental security income, and the number seniors on the brink of homelessness, there is a strong need for low-cost senior housing.
- Among the population 75 years of age and older (the frail elderly), approximately 37 percent experienced either a self-care or mobility limitation or both. In summary, a total of 3,000 persons who were 16 years or older in 1990 had a mobility limitation, a self-care limitation, or a combination of these conditions.
- Current (August 2001) building codes incorporate the requirements of the Housing Act of 1988 and the Americans with Disabilities Act. Thus, newer housing will at least meet minimum standards for disabled access. One of the key needs for disabled persons is assistance in retrofitting older homes.
- There are no special affordable housing projects solely for persons with disabilities in Union City. Dyer Complex and Nidas Court, the two public housing projects operated by the Alameda County Housing Authority, offer units to both senior and disabled persons. Adrienne Village Apartments has four wheelchair accessible units and Greenhaven Hills, Mission Sierra and Rosewood Terrace each have two accessible units.

- According to the 1990 Census, 3,613 households, or 23 percent of the total households in Union City, had five or more members. In fact, almost five percent of all households (752) had seven or more members. This situation creates a problem for those renters who live in multifamily housing, since multifamily rental housing units generally provide one or two bedrooms and not the three or more bedrooms that are required by large families. Thus, for the large families that are unable to rent single family houses, it is likely that these large renter households are overcrowded in smaller units. When planning for new multifamily housing developments, therefore, the provision of three- and four-bedroom units is an important consideration due to the likely demand in Union City for affordable, larger multifamily rental units.
- The 2000 Census information indicates that there are 2,267 households headed by a female, representing 12.2 percent of all Union City households. Almost one-half of these female-headed households (1,110) have children living with them that are under 18 years of age. Due to lower incomes, this special needs group will benefit generally from expanded affordable housing opportunities. More specifically, the need for dependent care also makes it important that housing for single-headed families be located near childcare facilities, schools, recreation programs, youth services, medical facilities, or senior services.
- Union City does not have a shelter for the homeless within its corporate jurisdiction, but does support the provision of services (e.g., Centro de Servicios) for the homeless within the Tri-City area.

Housing Characteristics

- Union City's housing supply has expanded at a faster rate than other surrounding jurisdictions between 1990 to 2000.
- Union City has a relatively high percentage of single family units when compared to surrounding jurisdictions. In 2000, Union City's housing stock was approximately 75 percent single family units, which is second to only Newark (79 percent) in terms of largest amount of single family units.
- Union City possesses a relatively high percentage of mobilehomes compared to surrounding jurisdictions. Both Hayward and Union City have roughly five percent of their housing stock made up of mobilehomes, while the other jurisdictions were around 1.3 percent or lower.
- The number of renter occupied units in Union City is relatively low compared to surrounding jurisdictions. In 2000, nearly 29 percent of Union City's units were renter occupied. Of the four surrounding jurisdictions, only Newark had a lower percentage of renter occupied units than Union City.
- In 1990, two- and four-person households made up the largest percentage of units for both renters and owners. Two- and four-person households combined constituted approximately 42.0 percent of all renter households and 46.8 of all owner occupied households.
- In 1990, 2,350 Union City dwelling units, or nearly 15 percent of all units, had more than 1.00 person per room (Table 9-23). This rate is higher than that of the nearby cities and the county. The number of overcrowded units increased by 1,340 units, more than doubling the number of overcrowded units reported in the 1980 Census.

- Maintenance and age of the housing stock characterize its condition. Union City's housing stock is relatively new. As of 2000, 79.3 percent of all units were built in 1970 or later. Nearly 41 percent of Union City's housing units were built between 1970 and 1980. The only dwelling units requiring substantial rehabilitation were found in the Redevelopment Area.
- Union City and the surrounding jurisdictions have very low vacancy rates (between one and three percent) in 2000, suggesting that the regional supply was insufficient. Considering California's 2000 vacancy rate is 7.41, Union City's vacancy rate (1.3 percent) is considered very low.
- According to the Southern Alameda County Association of Realtors (SACAR), the average selling price of homes sold in Southern Alameda County (Union City, Newark, Fremont, and Hayward) has increased annually since 1995, with an overall increase of 112 percent between 1991 and 2001. The average selling price for homes sold in the first half of 2001 was \$411,604.
- The fair market rent level (FMR) for a studio unit (\$913), is more than three times the amount (\$214) that a single person on SSI or on Social Security (\$299) could afford to pay. Two workers earning minimum wage could afford only \$625 and could not pay the FMR rent for a studio either.

Future Housing Needs

- In its final Regional Needs Determination (RHND) figures, ABAG allocated 1,951 housing units to the City of Union City between 1999 and 2006. The total allocation is broken down into four income categories: very low (338 units or 17.3 percent of total units), low (189 units or 9.7 percent of total units), moderate (559 units or 28.7 percent of total units), and above moderate (865 units or 44.3 percent of total units). In other words, of the 1,951 units allocated, 55.7 percent must be in the affordable range (very low, low, moderate) and 44.3 percent in the above range.
- Between January 1, 1991 and April 1999, the City of Union City issued building permits for 3,280 new units. Between 1999 and 2001, which is within the planning timeframe of the Housing Element, Union City added 868 new units.

Jobs Housing Balance

- According to ABAG, through 2005, Union City (with a jobs/housing ratio of approximately 0.5 from 1990 to 2005) is anticipated to function as a net exporter of employees to other parts of the Bay Area (i.e., the jobs-to-housing ratio will be less than 1.0). From a transportation standpoint, this suggests that Union City will be contributing to the regional congestion problem by not providing sufficient job opportunities in the community.

Upscale Housing

- Of the 2,906 housing units constructed from 1991 to 2001, 1,536 of those units (53 percent) can be classified as upscale housing.

SECTION 9.2

- As of August 2001, there are 9 housing projects that have applied for a permit and are under development review by the Union City Community Development Department and could provide a total between 1,124 and 1,214 new units, 529 of which will be single-family housing units and 595 to 685 that will be multi-family units.
- Union City has a total holding capacity of 1,007 to 1,987 housing units under the General Plan, for a buildout total 20,049 to 21,029 units. Using the lowest density or the maximum density, Union City has a total residential holding capacity that is greater than its RHND allocation (19,943).
- Water, sewer, solid waste, and school facilities and services are adequate to serve all projected development in the Tri-City area through the timeframe (2006) of the Housing Element.

SECTION 9.3

- The typical cost to construct a 1,500, 3-bedroom house in Union City is approximately \$305,000.

SECTION 9.4

- Adrienne Village is the only assisted housing project that is at risk of conversion to market-rate rents. Adrienne Village includes 15 units subsidized under a Section 8 contract expiring in August 2003.
- The City of Union City accomplished nearly all of its housing policies and implementation programs from the existing (1991) Housing Element.

PART II: POLICY DOCUMENT

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HOUSING ELEMENT

INTRODUCTION

Since its incorporation in 1955, Union City has undergone dramatic change. From a small town comprised of the Alameda and Decroix neighborhoods, Union City has become a vibrant, growing city. At the same time, over the last 40 years, Union City's housing needs have increased in dramatic fashion. The city has a shortage of Bay Area communities.

The need for housing in Union City, as well as the rest of the San Area, has increased dramatically in recent years and housing needs, especially in the last five years. Therefore, the City's goal of housing and community development is to provide a wide range of housing opportunities for all of its residents, regardless of housing status. The city's goal is to provide a wide range of housing opportunities for all of its residents, regardless of housing status. The city's goal is to provide a wide range of housing opportunities for all of its residents, regardless of housing status.

The purpose of the Housing Element is to provide a wide range of housing opportunities for all of its residents, regardless of housing status. The city's goal is to provide a wide range of housing opportunities for all of its residents, regardless of housing status. The city's goal is to provide a wide range of housing opportunities for all of its residents, regardless of housing status.

OVERVIEW OF STATE REQUIREMENTS

The Housing Element is required by the State of California. The Housing Element is required by the State of California. The Housing Element is required by the State of California. The Housing Element is required by the State of California. The Housing Element is required by the State of California.

PART II: POLICY DOCUMENT

The purpose of the Housing Element is to identify the housing needs of the community and to provide a wide range of housing opportunities for all of its residents, regardless of housing status. The city's goal is to provide a wide range of housing opportunities for all of its residents, regardless of housing status.

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PART II: POLICY DOCUMENT

HOUSING ELEMENT

INTRODUCTION

Since its incorporation in 1959, Union City has undergone dramatic change. From a small town composed of the Alvarado and Decoto neighborhoods, Union City has become a lively, thriving city of over 67,000 people. Over the last 40 years, Union City's housing supply has increased in size more dramatically than all but a handful of Bay Area communities.

The cost of housing in Union City, as well as the rest of the Bay Area, has seen dramatic increases in rent costs and housing prices, especially in the last five years. Therefore, the City's goal of decent and reasonably priced housing in pleasant neighborhoods for all of its residents remains an ongoing challenge. Households, particularly those of low- and moderate-income, must compete in a market characterized by few vacancies and a shortage of large rental units. These conditions provide a challenge to a city committed to expanding housing opportunities for all income levels while maintaining its diversity of ethnicity, nationalities, age and income groups, and lifestyles. Consequently, the City must expand effective housing programs and pursue and test new approaches to providing necessary housing within the context of limited public resources.

The focus of the goals, policies, and programs in this Housing Element is to meet the housing needs of all income groups while preserving and enhancing existing neighborhoods, creating standards for high quality housing, removing impediments to housing growth, and reducing living expenses that are indirectly related to housing, such as transportation costs and energy costs.

OVERVIEW OF STATE REQUIREMENTS

State law recognizes the vital role local governments play in the supply and affordability of housing. Each local government in California is required to adopt a comprehensive, long-term general plan for the physical development of the city or county. The housing element is one of the seven mandated elements of the local general plan. State law requires local governments plan to address the existing and projected housing needs of all economic segments of the community through their housing elements. The law acknowledges that, in order for the private market to adequately address housing needs and demand, local governments must adopt land use plans and regulatory systems that provide opportunities for, and do not unduly constrain, housing development. As a result, housing policy in the state rests largely upon the effective implementation of local general plans and, in particular, local housing elements.

The purposes of the housing element are to identify the community's housing needs, to state the community's goals and objectives with regard to housing production, rehabilitation, and conservation to meet those needs, and to define the policies and programs that the community will implement to achieve the stated goals and objectives.

State law requires cities and counties to address the needs of all income groups in their housing elements. The official definition of these needs is provided by the Association of Bay Area Governments (ABAG) for each city and county within its geographic jurisdiction. Beyond these income-based housing needs, the housing element must also address special needs groups such as persons with disabilities and homeless

persons.

GOALS, POLICIES, AND IMPLEMENTATION PROGRAMS

Under California law, the housing element must include the community's goals, policies, quantified objectives, and housing programs for the maintenance, improvement, and development of housing.

This Housing Element includes eight goal statements. Under each goal statement, the element sets out policies that amplify the goal statement. Implementation programs are listed at the end of each sub-section and describe briefly the proposed action, the City agencies or departments with primary responsibility for carrying out the program, and the time frame for accomplishing the program. Several of the implementation programs also have quantified objectives listed.

The following definitions describe the nature of the statements of goals, policies, implementation programs, and quantified objectives as they are used in the Housing Element Policy Document:

Goal: Ultimate purpose of an effort stated in a way that is general in nature and immeasurable.

Policy: Specific statement guiding action and implying clear commitment.

Implementation Program: An action, procedure, program, or technique that carries out policy. Implementation programs also specify primary responsibility for carrying out the action and an estimated timeframe for its accomplishment. The timeframe indicates the calendar year in which the activity is scheduled to be completed. These timeframes are general guidelines and may be adjusted based on City staffing and budgetary considerations. Quantified objectives (where applicable to individual implementation programs) are the number of housing units that the City expects to be constructed, conserved, or rehabilitated.

Quantified Objective: the number of housing units that the City expects to be constructed, conserved, or rehabilitated, and the number of households the City expects will be assisted through Housing Element programs based on general market conditions during the time frame of the Housing Element.

The housing element law recognizes that in developing housing policy and programs, identified housing needs may exceed available resources and the community's ability to satisfy these needs. The quantified objectives of the housing element, therefore, need not be identical to the identified housing need but should establish the maximum number of housing units that can be constructed, rehabilitated, and conserved over a five-year time frame.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The 2001 Union City Housing Element Update was developed in conjunction with the City's General Plan Plan Update. This Housing Element was revised to establish consistency and linkages with other general plan elements. The Housing Element is closely linked with the following General Plan elements: Youth, Family, Seniors, and Health (YFSH) Element; Land Use Element; Community Design Element; and Public

Facilities and Services Element. The YFSH Element addresses policy solutions for three of Union City's special needs groups: seniors, large families, and the homeless. The Land Use Element seeks to create new high density, mixed-use and transit-oriented development, especially around the Intermodal Station. The Land Use Element and the Community Design Element seek to provide quality residential neighborhoods by encouraging high quality amenities in new residential communities, by ensuring compatibility with surrounding land use, and by preserving the character of established neighborhoods (i.e., Old Alvarado and Decoto). The Public Facilities and Services Element ensures the provision of adequate services (e.g., water, wastewater, and solid waste services, school facilities) to support existing and future residential development.

Since there is considerable overlap between the Housing Element and the other elements, several of the goals, policies, and programs in the other General Plan elements have been identified in this element. The goal, policy, or program have been listed in their entirety with a cross reference identifying its original location in the other elements.

PUBLIC PARTICIPATION

State law requires that "the local government shall make a diligent effort to achieve public participation of all economic segments of the community in the development of the housing element . . ." (Government Code §65583). In order to satisfy this requirement, the City of Union City conducted a series of community meetings and public hearings to receive community input concerning Union City's housing goals and policies. The dates of these meetings are listed below.

Date	Nature of Meeting
8/23/01	Public Workshop — City Staff and the Housing Element Consultants made a presentation to the public giving them an overview of the update process, outlining State housing law, and describing the required components of the Housing Element Background Report and Policy Document. After the presentation, City Staff gave the public an opportunity to identify key housing issues in Union City.
10/18/01 and 11/1/01	Planning Commission Workshops (2) — Review of the Public Review Draft Housing Element by the Planning Commission to give direction to City Staff and the Housing Element Update Consultants before submitting the draft to California Department of Housing and Community Development (HCD) for their 60-day review.
11/13/01	City Council Workshop — Review of the Public Review Draft Housing Element by the City Council to give direction to City Staff and the Housing Element Update Consultants before submitting the draft to California Department of Housing and Community Development (HCD) for their 60-day review.
11/16/01	California Department of Housing and Community Development (HCD) Review -- Review of the Draft Housing Element by HCD, as required by State law.
3/20/02	Planning Commission Public Hearing - Public review of HCD comments on the Draft Housing Element, with recommendations to the City Council.

3/26/02 City Council Public Hearing and Adoption - Review of HCD comments and Planning Commission recommendations on the Draft Housing Element and discussion of necessary revisions. Adoption of the Housing Element.

A. FAIR SHARE HOUSING

Goal	To provide for the City's regional share of new housing for all income groups in the community.
HE-A.1	

Policies

- | | |
|----------|---|
| HE-A.1.1 | The City shall ensure that sufficient land is available and zoned at a range of residential densities to accommodate the City's regional share of housing. |
| HE-A.1.2 | The City shall encourage home builders to use multi-family designated land for the highest allowed density housing to provide for the City's very-low, low, and moderate income housing needs. |
| HE-A.1.3 | The City shall strive to maintain an overall tenure ratio of 70 percent owner-occupied units to 30 percent renter-occupied units. |
| HE-A.1.4 | The City shall ensure that a full range of housing opportunity is maintained and that the creation of low- and moderate-income housing shall be on scattered sites throughout the city where economically feasible. |
| HE-A.1.5 | The City shall continue to promote owner occupancy of both new and existing condominium units. |
| HE-A.1.6 | As appropriate, the City shall continue to use redevelopment powers to acquire and assemble sites for residential development, while minimizing displacement of existing residents. |
| HE-A.1.7 | The City shall continue to provide information to the public and developers on approved residential projects and vacant land supply. |
| HE-A.1.8 | The City shall continue to use State and Federal funding assistance, to the extent that these subsidies exist and are appropriate to Union City's needs, to develop affordable housing. |
| HE-A.1.9 | The City shall continue to require that all new City multi-family revenue bond-supported housing projects make at least 20 percent of the total number of units available for very low- and low-income households either through agreements giving Section 8 certificate or voucher holders priority or through control of rents. |

- HE-A.1.10 The City shall support the Alameda County Housing Authority in securing additional units of publicly-owned housing in Union City, as appropriate. The City should review the benefit of expanding the City's Article 34 authority to allow the acquisition or development of more publicly-owned housing in Union City.
- HE-A.1.11 The City shall support the continued use of Section 8 rent certificates and vouchers by Union City residents.
- HE-A.1.12 The City shall continue to promote the expeditious processing and approval of residential projects that meet General Plan policies and City regulatory requirements.
- HE-A.1.13 The City shall continue to ensure that their policies, regulations, and procedures do not add unnecessarily to the costs of producing housing while assuring the attainment of other City objectives.
- HE-A.1.14 In accordance with the provisions of State law, the City shall grant density bonuses of at least 25 percent for qualifying projects as an incentive for the development of lower-income and senior citizen housing.
- HE-A.1.15 As required by State Redevelopment law, the City shall ensure that overall private housing development in all of the redevelopment areas will include 15 percent low- and moderate-income housing, 40 percent of which will be made available to very-low-income households.
- HE-A.1.16 As required by State Redevelopment law, the City shall ensure that at least 30 percent of all new or rehabilitated units developed by the Redevelopment Agency within redevelopment areas will be available and affordable to persons or families of low- or moderate-income. Of this 30 percent, at least 50 percent must be affordable to very-low-income households.
- HE-A.1.17 If below-market-rate units are included in a project pursuant to the density bonus program or other local, state, or federal requirements, the City shall require buyer/renter eligibility screening and resale/rent controls for a period of 25 to 55 years, depending on the funding source, to maintain affordability of the units to originally targeted income groups.
- HE-A.1.18 The City shall intersperse those residential units which are required to sell or rent at below-market rates and are included within a housing development within the development and shall be visually indistinguishable from market-rate units.
- HE-A.1.19 The City shall ensure, through conditions of approval, that residential units which are required to sell or rent at below-market rates and are included within a housing development shall be produced simultaneously with market-rate housing.
- HE-A.1.20 As appropriate, the City shall continue the use of redevelopment funds to leverage other financial sources to develop affordable housing.

- HE-A.1.21 As appropriate, the City shall continue to work with local nonprofit organizations and the Alameda County Housing Authority to acquire and bank properties for the development of affordable housing. The City shall continue to work with Community Development Block Grant funds, redevelopment funds, in-lieu fees, and other financial resources to make such acquisitions.
- HE-A.1.22 The City shall continue to promote programs that increase opportunity for home ownership including pursuing programs for first-time homebuyers.
- HE-A.1.23 The City shall give priority to multi-family housing project applications that provide affordable housing on-site to ensure that they are expedited.
- HE-A.1.24 The City shall continue to implement the affordable housing ordinance.
- HE-A.1.25 The City shall ensure that information on assisted living and affordable housing programs is readily available throughout the city.
- HE-A.1.26 The City shall require all new development to comply with the affordable housing requirements of the Housing Element and the Redevelopment Plan.
- HE-A.1.27 The City shall support and facilitate the construction of second units on single-family designated and zoned parcels as a means of providing affordable housing.
- HE-A.1.28. The City shall encourage the consolidation of parcels designated for multi-family residential development when it facilitates efficient development of the parcels.
- HE-A.1.29 The City shall foster housing development on underutilized sites by giving priority to applicants who are developing new units on underutilized sites.
- HE-A.1.30 The City shall monitor the status of projects with expiring affordability covenants and contact owners concerning their plans to continue or opt out of the programs.

Implementation Measures

- HE-A.1 The City shall maintain a current inventory of vacant residentially-zoned parcels and associated development potential and a list of recently approved residential projects and make this information available to the public and developers. The City shall update the inventory and list at least annually.

Responsibility:

- Community Development Department

Time Frame:

- FY 02-03; ongoing

Funding:

- General Fund

HE-A.2 As appropriate, the City shall continue to work with local nonprofit organizations and the Alameda County Housing Authority to acquire and bank properties for the development of affordable housing. The City shall consider using Community Development Block Grant funds, redevelopment funds, in-lieu fees, and other financial resources to make such acquisitions.

Responsibility:

- City Council
- Community Development Department
- Redevelopment Agency

Time Frame:

- FY 02-03, on-going.

Funding:

- Community Development Block Grant
- Redevelopment set-aside funds
- In-lieu fees
- HELP (CHFA)
- HOME
- Fannie Mae American Communities FUND (ACF)

HE-A.3 The City shall revise the *Union City Zoning Ordinance*, as required by State law, to provide for either a density bonus of at least 25 percent and at least one other concession or incentive or other incentives of equivalent financial value to developers of housing developments that reserve at least 20 percent of their units for lower-income households, 10 percent for very-low income households, or 50 percent for qualifying senior citizens. In addition, the developers must ensure the continued affordability of all lower-income units for 30 years. The City shall aggressively encourage developers of all new residential projects over five units to take advantage of the density bonus provisions.

Objective:

- Construction of 40 units for very-low-income households and 60 units for low-income households.

Responsibility:

- City Council
- Planning Commission
- Community Development Department

Time Frame:

- FY 03-04

Funding:

- General Fund

- HE-A.4 The City shall continue to directly administer Community Development Block Grant funds and continue to give high priority for the expenditure of City Block Grant funds to housing rehabilitation.

Objective:

- Major rehabilitation assistance for 25 very-low- and low-income ownership households. Minor rehabilitation assistance for 200 very-low- and low-income households.

Responsibility:

- City Council
- Community Development Department
- Redevelopment Agency

Time Frame:

- FY 01-02; ongoing

Funding:

- Community Development Block Grant funds

- HE-A.5 The City shall continue to implement existing City guidelines for the reservation of affordable units in City bond and other publicly financed projects. The City shall monitor assisted projects which are eligible to terminate affordability controls and respond to any Notice of Intent or Plan of Action which may be filed on local projects. Within three years prior to the expiration of the owners' set-side obligations, the City shall initiate negotiations to extend below-market-rate controls by offering additional City-provided incentives as feasible. The City shall restructure existing regulatory agreements, whenever possible, to allow the City or its designee the opportunity to purchase the property at the conclusion of the rent restrictions. Where permanent preservation of existing or new subsidized units is not possible, the City shall minimize displacement of current tenants by negotiating anti-displacement policy or relocation mitigation with the owner, whenever possible. The City shall strive to preserve as many assisted, at-risk units as possible, given the availability of funding.

Objective:

- Conservation of 15 at-risk rental units for low-income households.

Responsibility:

- City Council
- Community Development Department

Time Frame:

- FY 03-04; ongoing

Funding:

- Redevelopment set-aside funds
- In-lieu fees
- HOME

- HE-A.6 As appropriate, the City shall continue the ongoing development of new affordable housing units in partnership with the Alameda County Housing Authority.

Objective:

- Assisting in developing 3 vacant lots currently owned by the Alameda County Housing Authority to be developed as low income units.

Responsibility:

- City Council
- Community Development Department
- Alameda County Housing Authority

Time Frame:

- FY 02-03; ongoing

Funding:

- Redevelopment set-aside funds
- In-lieu fees

- HE-A.7 The City shall apply to the California Housing Finance Agency (CHFA) for funding under the Multi-Family Rehabilitation and Infill New Construction Program as appropriate; these funds can be used to supplement other City rehabilitation assistance for lower-income rental housing.

Objective:

- Supplemental funding to assist the rehabilitation of 20 very-low-income rental units and 10 low-income rental units.

Responsibility:

- City Council
- Community Development Department
- Redevelopment Agency

Time Frame:

- FY 02-03; ongoing

Funding:

- California Housing Finance Agency (CHFA) funds

- HE-A.8 As appropriate, the City shall continue to participate with the County of Alameda in the administration of the Mortgage Credit Certificate (MCC) program.

Objective:

- Assist 15-20 moderate-income households with home purchases. For purposes of establishing quantified objectives, these are considered affordable units that are being conserved for moderate-income households.

Responsibility:

- City Council
- Community Development Department

Time Frame:

- FY 02-03; ongoing

Funding:

- Redevelopment set-aside funds

HE-A.9 The City shall continue to monitor the status of available land owned by Caltrans and other public agencies and actively work with developers that may wish to develop such properties for housing.

Responsibility:

- Community Development Department

Time Frame:

- FY 02-03; ongoing

Funding:

- General Fund

HE-A.10 As appropriate, the City shall continue to use redevelopment funds and other appropriate financial resources to acquire in fee larger units as specified in Program HE-F.2. The City shall continue to work with Housing Authority to manage said units as appropriate.

Responsibility:

- City Council
- Community Development Department
- Redevelopment Agency

Time Frame:

- FY 03-04

Funding:

- Redevelopment set-aside funds
- HELP (CHFA)

HE-A.11 The City shall continue to support the Alameda County Housing Authority in its continuing administration of HUD Section 8 rental certificates and vouchers to assist very-low-income Union City households.

Objective:

- Conservation of affordable rental units for 528 very-low-income households.

Responsibility:

- City Council
- Planning Commission
- Community Development Department

Time Frame:

- FY 02-03; ongoing

Funding:

- Redevelopment set-aside funds

- HE-A.12 The City shall continue to cooperate with the owners of housing developments with units that have been set aside for lower-income households in accordance with the requirements of Federal subsidy programs. Within three years prior to the expiration of the owners' Federal set-side obligations, initiate negotiations to extend below-market-rate controls by offering City-provided incentives.

Objective:

- Conservation of affordable rental units for 15 low-income households.

Responsibility:

- Community Development Department

Time Frame:

- FY 03-04; ongoing

Funding:

- Federal funding sources
- Redevelopment set-aside funds

- HE-A.13 As required by State Redevelopment law, the City shall ensure that overall private housing development in all of the redevelopment areas will include 15 percent low- and moderate-income housing, 40 percent of which will be made available to very-low-income households. Also as required by State law, the City shall ensure that at least 30 percent of all new or rehabilitated units developed by the Redevelopment Agency within redevelopment areas will be available and affordable to persons or families of low- or moderate-income. Of this 30 percent, at least 50 percent must be affordable to very-low-income households.

Objective:

- Construction of 145 units for very-low-income households.

Responsibility:

- City Council
- Community Development Department
- Redevelopment Agency

Time Frame:

- FY 02-03; ongoing

Funding:

- Redevelopment set-aside funds

- HE-A.14 As appropriate, the City shall conduct a study of the implications of the City expanding its Article 34 authority in order to acquire or develop additional public housing in Union City.

Responsibility:

- City Council
- Community Development Department

Time Frame:

- FY 03-04

Funding:

- General Fund

- HE-A.15 The City shall annually review measures and actions taken to implement the programs in this Housing Element and revise as deemed necessary.

Responsibility:

- Community Development Department

Time Frame:

- FY 02-03: Ongoing

Funding:

- General Fund

- HE-A.16 As appropriate, the City shall award a contract to construct 120 affordable, residential units north of Whipple and to construct office, and commercial at the corner of Whipple Road and Mission Boulevard and Tamarack Drive and Mission Boulevard.

Responsibility:

- Community Redevelopment Agency

Time Frame:

- FY 02-03, 03-04

Funding:

- Redevelopment set-aside funds

- HE-A.17 As appropriate, the City shall create a partnership with the Alameda County Housing Authority to build affordable family housing on scattered sites throughout the community to implement the affordable housing ordinance.

Responsibility:

- Community Development Department

Time Frame:

- FY 02-03

Funding:

- Redevelopment set-aside funds

- HE-A.18 The City shall continue to implement the affordable housing ordinance.

Objective:

- Construction of 72 very-low income units, 104 low income units, and 90 moderate income units.

Responsibility:

- City Council
- Planning Commission
- Community Development Department

Time Frame:

- Ongoing

Funding:

- General Fund

- HE-A.19 The City shall revise its Zoning Code to include provisions that will encourage the creation of second units in single-family neighborhoods in two ways: 1) provide an established process with standards by which interested residents can construct such units; and 2) provide a process by which units created prior to the adoption of the ordinance, without the appropriate permits, can be brought into compliance with City standards.

Responsibility:

- City Council
- Planning Commission
- Community Development Department

Time Frame:

- FY 02-03

Funding:

- General Fund

- HE-A.20 The City shall monitor the status of projects with expiring affordability covenants and contact owners concerning their plans to continue or opt out of the programs. As necessary, the City will identify potential buyers and possible sources of City funding, for example housing set-aside funds, to supplement primary sources, such as the low income tax credits. The City will refer to HCD's Internet site (www.hcd.ca.gov) for the listing of individuals and organizations interested in the first-right-of-refusal program.

Responsibility:

- Community Development Department

Time Frame:

- FY 02-03, Ongoing

Funding:

- General Fund

B. QUALITY RESIDENTIAL DEVELOPMENT

Goal HE-B.1	To promote quality residential development.
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Policies

- HE-B.1.1 The City shall ensure that residential communities are designed with high-quality amenities by:
- a. Taking advantage of proximity to those resources to enhance public access and understanding of the natural environments where not detrimental to the natural resources;
 - b. Planning to minimize residents' exposure to nuisances from noise, odors, heavy traffic, and unappealing views;
 - c. Encouraging enhanced educational opportunities by locating school facilities near

resources or sites that offer unique learning experiences, such as proximate to an outdoor nature laboratory, a wildlife sanctuary, etc.; and

- d. Providing neighborhood parks of sufficient size to adequately meet the recreational needs of residents.

HE-B.1.2 The City shall continue to require the planting of street trees in all new residential developments to enhance the quality of life and character of the neighborhoods.

HE-B.1.3 The City shall require that new residential development in the Decoto and Old Alvarado neighborhoods be designed consistent with the architectural style of existing homes in the immediate area of the development.

HE-B.1.4 The City shall landscape and beautify the entrance to the Decoto neighborhood along Whipple Road. This should include the removal of unsightly structures that detract from the neighborhood ambiance.

HE-B.1.5 The City shall provide for landscape buffers along Decoto Road and Whipple roads, and along the railroad rights-of-way to increase neighborhood aesthetics.

HE-B.1.6 The City shall emphasize commercial revitalization and development in Old Alvarado while retaining its "Old California Town" character.

HE-B.1.7 The City shall preserve the single-family character and historic structures of the Decoto and Old Alvarado neighborhoods.

HE-B.1.8 The City shall require residential developments along Mission Boulevard to provide entrances into the units/project that are off of Mission Boulevard. The units should have a courtyard focus and only be located above the first floor when directly adjacent to Mission Boulevard.

HE-B.1.9 The City shall allow development of the Hillside Area according to the Hillside Area Plan policies listed in Appendix B.

HE-B.1.10 The City shall encourage development that is visually and functionally compatible with the surrounding neighborhoods by:

- a. Maintaining a height and density of development that is compatible with adjacent developed neighborhoods;
- b. Accenting entrances to new neighborhoods with varied landscaping, hardscaping, and signage treatment;
- c. Providing various points where residents can enter the wetland/baylands and access the internal bicycle and pedestrian circulation systems; and

- HE-B.1.11 The City shall ensure that the design of all new residential development achieves a sense of visual integration and orderliness, but shall promote diversity in terms of specific design solutions.
- HE-B.1.12 While linear elements such as roads, utility corridors, and rail lines create physical boundaries for neighborhoods, the City should make every effort to identify and implement design solutions that will, physically and emotionally link new neighborhoods with other residential neighborhoods and make neighborhood residents feel a part of the larger Union City community.
- HE-B.1.13 The City shall strive to require that entrances to new neighborhoods be accented with different landscaping, pavement, and signage treatments.
- HE-B.1.14 The City shall strive to provide a social, recreational center of focus to enhance neighborhood identity and function.
- HE-B.1.15 The City shall design residential communities so that they avoid becoming isolated walled enclaves. Gated communities shall be specifically discouraged.
- HE-B.1.16 The City shall require adequate spacing or insulation between buildings so that residents have separation from neighbors and adequate privacy.
- HE-B.1.17 The City shall strive to locate affordable housing throughout the city and not concentrate it in selected neighborhoods.
- HE-B.1.18 The City shall require that all new development proposals include detailed plans for integrating new construction and uses with existing and planned uses on adjoining sites. In particular, residential development proposals shall include measures to ensure that new development is compatible with existing industrial uses. New residential development shall be designed to include buffering between new and existing uses. Existing industrial uses shall not be required to participate in such buffering or otherwise be adversely affected by the addition of residential uses. However, should existing industrial uses choose to expand, they shall comply with the normal design and site development review requirements of the City.

Implementation Programs

HE-B.1 The City shall explore creative ways of developing low- and moderate-income housing that integrate, where feasible, innovative uses of varied design and construction techniques. The City shall review successful projects and programs in other communities and utilize practical techniques for all housing development, where appropriate.

Responsibility:

- City Council
- Planning Commission
- Community Development Department
- Redevelopment Agency

Time Frame:

- FY 02-03; ongoing

Funding:

- General Fund

C. NEIGHBORHOOD PRESERVATION

Goal HE-C.1	To conserve and enhance existing residential neighborhoods.
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Policies

- | | |
|----------|---|
| HE-C.1.1 | The City shall continue to encourage private reinvestment in older residential neighborhoods and private rehabilitation of housing. |
| HE-C.1.2 | As appropriate, the City shall use State and Federal funding assistance to the fullest extent these subsidies exist to rehabilitate housing. The City shall continue to give housing rehabilitation efforts high priority in the use of Community Development Block Grant funds. |
| HE-C.1.3 | As appropriate, the City shall maintain housing rehabilitation as a high priority for use of redevelopment funds and resources. |
| HE-C.1.4 | The City shall continue to give priority in City and Redevelopment Agency housing rehabilitation programs to the Alvarado and Decoto areas while also encouraging use of the programs for eligible households citywide. |
| HE-C.1.5 | The City shall encourage that the sales value of infill development in older neighborhoods, other than low- or moderate-income housing, is at least 10 percent higher than the values of the surrounding development calculated on a per square foot basis. |
| HE-C.1.6 | The City shall continue to support the revitalization of older neighborhoods by keeping streets, sidewalks, and other municipal systems in good repair. The City shall continue to work cooperatively with other agencies and utilities concerning the maintenance of their properties and equipment in Union City. |

- HE-C.1.7 The City shall use City and Redevelopment Agency rehabilitation and other programs as appropriate to arrest the deterioration of newer housing and neighborhoods that are already showing signs of deterioration before repair costs become excessive.
- HE-C.1.8 In areas affected by poor building design and disproportionately high levels of criminal activity, the City shall continue to work with property owners to add security devices, strengthen fences, and redesign building elements to reduce crime problems.
- HE-C.1.9 The City shall continue to promote the maintenance of existing mobilehome parks.
- HE-C.1.10 As appropriate and required by law, the City shall continue the abatement of unsafe structures, giving property owners ample opportunities to correct deficiencies and assuring that residents displaced by such abatement are given relocation assistance.
- HE-C.1.11 The City shall strive to minimize the demolition of existing multi-family housing unless the unit is found to be substandard and unsuitable for rehabilitation.
- HE-C.1.12 The City shall continue to promote the maintenance of rental housing consistent with City housing and building codes.
- HE-C.1.13 The City shall strive to raise and enforce current standards on all rental properties in the community.
- HE-C.1.14 The City shall design street patterns, community facilities, and open areas which are easily observable and promotes lawful and wholesome activities in neighborhoods.
- HE-C.1.15 The City shall promote crime prevention through neighborhood and residential design.
- HE-C.1.16 The City shall allow for recreational uses, educational uses, faith organizations, and daycare and congregate living facilities in residentially-designated areas when they meet the standards for development that protect neighborhood character.
- HE-C.1.17 To maintain the affordable housing stock, the City shall target its efforts to upgrade rental properties in the Decoto and Old Alvarado neighborhoods.
- HE-C.1.18 The City should continue to preserve historic structures, conserve and protect the existing housing stock, provide adequate new housing, and avoid incompatible land uses in the Decoto and Old Alvarado neighborhoods.
- HE-C.1.19 The City shall continue to solicit active neighborhood participation in addressing neighborhood problems such as graffiti, vandalism, and poor property maintenance.
- HE-C.1.20 The City shall seek to eliminate incompatible land uses or blighting influences from residential neighborhoods through targeted code enforcement and other available regulatory measures.
- HE-C.1.21 The City shall maintain and improve neighborhoods through the use of systematic code enforcement, regulatory measures, cooperative neighborhood improvement programs and

other available incentives. The City shall focus on neighborhoods identified as high priority.

- HE-C.1.22 To allow for new commercial and residential opportunities along Mission Boulevard, the City shall facilitate the relocation of the mobile home park.
- HE-C.1.23 The City shall design open space areas, bicycle and pedestrian systems, and housing projects so that there is as much informal surveillance by people as possible to deter crime.
- HE-C.1.24 Whenever possible and appropriate, the City shall avoid backing residences onto trails or recreational facilities to deter crime.
- HE-C.1.25 The City shall review lighting and landscaping plans to ensure that they respond to public safety concerns.
- HE-C.1.26 The City shall discourage the use of sound walls and gated communities in the Station District, while recognizing that safety and security will need to be addressed.
- HE-C.1.27 The City shall require that multi-family housing be designed for the safety and security of children, and provide amenities for children, such as playgrounds, within the complex.

Implementation Programs

- HE-C.1 The City shall continue programs that work with property owners in areas affected by poor building design and disproportionately high levels of criminal activity to add security devices, strengthen fences, and redesign building elements to reduce crime problems.

Responsibility:

- City Council
- Redevelopment Agency
- Community Development Department
- Union City Police Department

Time Frame:

- FY 02-03; ongoing

Funding:

- General Fund
- Redevelopment set-aside funds
- Community Development Block Grant funds

HE-C.2 As appropriate, the City shall continue capital improvement and housing rehabilitation programs to upgrade circulation and housing in the Decoto and Old Alvarado neighborhoods.

Responsibility:

- City Council
- Community Development Department
- Redevelopment Agency

Time Frame:

- Ongoing

Funding:

- Redevelopment set-aside funds
- Community Development Block Grant funds

HE-C.3 As appropriate, the City shall target neglected residential properties through the Neighborhood Preservation and Housing Rehabilitation Programs. The City shall work with the property owners to bring these properties into compliance with City codes.

Responsibility:

- Community Development Department

Time Frame:

- On going

Funding:

- Redevelopment set-aside funds
- Community Development Block Grant funds

D. SERVICES TO SUPPORT RESIDENTIAL DEVELOPMENT

Goal	To ensure the provision of adequate services to support existing and future residential development.
HE-D.1	

Policies

- HE-D.1.1 The City shall support the efforts of the Alameda County Water District and the Union Sanitary District to expand their facilities as appropriate, to ensure adequate water and sewer services in Union City.
- HE-D.1.2 As appropriate, the City shall support the use of redevelopment funds for the upgrading of streets, sidewalks, and other public improvements in the Decoto and Alvarado Areas.
- HE-D.1.3 The City shall ensure that housing developments pay their fair share in terms of financing public facilities and services.
- HE-D.1.4 The City Police Department should strive to increase its staffing ratio to be consistent with the current average of cities within Alameda County. Staffing levels for 2001 are 2.1 (1.4 sworn officers and .7 non-sworn support staff) per 1,000 population.

- HE-D.1.5 The City Fire Department should strive to increase its staffing ratio to 1 full-time equivalent personnel per 1,000 population to be consistent with urban/suburban fire department staffing levels.
- HE-D.1.6 The City should provide fire facilities (including engines, and other vehicles, necessary equipment, and support personnel) sufficient to maintain the above service standards and using new fire protection technologies.
- HE-D.1.7 The City shall continue to support local school districts in their efforts to provide quality education facilities that will accommodate projected changes in student enrollment.
- HE-D.1.8 The City shall work cooperatively with the NHUSD in monitoring housing, population, and school enrollment trends.

Implementation Programs

- HE.D.1 As required by State law, the City shall conduct an annual review of the Capital Improvement Projects Budget and of projects proposed by other local agencies in Union City to ensure that the provision of local services/facilities is consistent with projected growth.

Responsibility:

- City Council
- Planning Commission
- Community Development Department
- Public Works Department

Time Frame:

- FY 02-03; annually thereafter

Funding:

- General Fund

E. EQUAL OPPORTUNITY

Goal	To promote equal opportunity to secure safe, sanitary, and affordable housing for everyone in the community regardless of age, religion, race, sex, marital status, national origin, disability, and other arbitrary factors.
HE-E.1	

Policies

- HE-E.1.1 As appropriate, the City shall continue to support fair housing programs through the City's Community Development Block Grant Program.
- HE-E.1.2 The City shall continue to promote the enforcement of the State Fair Employment and Housing Commission.
- HE-E.1.3 The City shall promote housing opportunities for all persons regardless of age, race, religion, sex, marital status, national origin, color, disability, or other barriers that prevent choice in housing.

HE-E.1.4 The City shall increase public awareness of affordable housing in the community.

Implementation Programs

HE-E.1 The City shall continue to provide funds and support for the operation of its fair housing counseling services. The City shall post information at Union City City Hall on the enforcement program of the State Fair Employment and Housing Commission and cooperate with the Southern Alameda County Association of Realtors to distribute such information to prospective home sellers and buyers.

Responsibility:

- City Council
- Community Development Department

Time Frame:

- FY 02-03; ongoing

Funding:

- General Fund
- Community Development Block Grant funds

HE-E.2 The City shall study the feasibility of developing rent review standards and policies that ensure that rents are consistent with the market and that rental units are meeting current code requirements.

Responsibility:

- City Council
- Community Development Department

Time Frame:

- FY 02-03; ongoing

Funding:

- General Fund

HE-E.3 The City shall develop a public outreach program to inform community residents on the need for and the role of affordable housing in Union City. The City shall place information regarding affordable housing on the City website, in the City newsletter, and at City Hall.

Responsibility:

- City Council
- Community Development Department

Time Frame:

- FY 02-03; ongoing

Funding:

- General Fund
- Community Development Block Grant funds

F. SPECIAL NEEDS

Goal	To provide a range of housing services to meet the needs of households with special needs
HE-F.1	within the City.

Policies

- HE-F.1.1 The City shall continue to give special attention in housing programs to the needs of special groups, including the disabled, large families, the elderly, and families with low incomes.
- HE-F.1.2 The City shall continue to support efforts at the regional and subregional levels to provide housing for the homeless and those in need of emergency shelter.
- HE-F.1.3 The City shall strive to ensure that there is a reasonable inclusion of housing that is adaptable and accessible to the disabled.
- HE-F.1.4 The City shall monitor the demand for senior housing to ensure that their needs are being met on an ongoing basis.
- HE-F.1.5 The City shall continue to promote the development of larger units, both ownership and rental, to accommodate the housing needs of Union City's larger average family sizes. The City shall encourage the development of 5-bedroom single-family units and 3- and 4-bedroom multi-family units.
- HE-F.1.6 The City shall encourage the development of housing for elderly, disabled, and low-income households where compatible with surrounding land uses and where site conditions and service capabilities permit. Sites considered especially appropriate for these uses are those accessible to transit, commercial, and medical services.
- HE-F.1.7 The City shall implement the provisions of the affordable housing ordinance and support affordable housing for families, seniors, and the disabled.
- HE-F.1.8 The City shall ensure that public transit services are provided at or near senior housing.
- HE-F.1.9 The City shall facilitate the development of a range of housing types, including affordable housing, independent living and assisted living for Union City seniors.
- HE-F.1.10 As appropriate, the City shall establish a partnership with the Alameda County Housing Authority in building affordable senior housing on scattered sites throughout the city and implement the affordable housing ordinance.
- HE-F.1.11 As appropriate, the City shall partner with community and non-profit organizations to provide health, housing, educational and other social services.

Implementation Programs

- HE-F.1 The City shall continue to review present programs to assess their adequacy in meeting the special needs of young families, large families, and the elderly (e.g., transit, day care, medical facilities).

Responsibility:

- City Council
- Community Development Department

Time Frame:

- FY 02-03; ongoing

Funding:

- General Fund

- HE-F.2 The City shall encourage the inclusion of 5-bedroom units in new single-family developments and 3- and 4-bedroom units in new multi-family developments.

Objective:

- Between 5 and 10 percent of new single-family units approved should have 5 bedrooms and between 15 and 20 percent of new multi-family units approved should have 3 or 4 bedrooms.

Responsibility:

- City Council
- Planning Commission
- Community Development Department

Time Frame:

- FY 02-03; Ongoing.

Funding:

- General Fund

- HE-F.3 The City shall continue to participate with the appropriate homeless agencies in its efforts to address the needs of Union City residents in need of emergency shelter or temporary housing.

Objective:

- Assure the provision of assistance to approximately 50 Union City residents annually.

Responsibility:

- City Council
- Community Development Department

Time Frame:

- FY 02-03; ongoing

Funding:

- Community Development Block Grant funds

- HE-F.4 As required by State law, the City shall make sites readily accessible for development of emergency shelter and transitional housing by modifying the Zoning Ordinance to identify zoning districts under which such facilities will be allowed by right.

Responsibility:

- City Council
- Community Development Department

Time Frame:

- FY 03-04

Funding:

- General Fund

- HE-F.5 As appropriate, the City shall create a partnership with the Alameda County Housing Authority to build affordable senior housing on scattered sites throughout the community and implement the provisions of the affordable housing ordinance.

Responsibility:

- Community Development Department

Time Frame:

- FY 02-03

Funding:

- Redevelopment Set-aside funds
- In-lieu-fees
- HOME

G. ENERGY CONSERVATION

Goal HE-G.1	To encourage energy efficiency in all new and existing housing.
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Policies

- HE-G.1.1 The City shall continue to promote the use of energy conservation features in the siting and design of all new residential structures.
- HE-G.1.2 The City shall promote the use of weatherization programs (including programs operated by PG&E) for existing residential units especially among low-income households.
- HE-G.1.3. As appropriate, the City shall implement state energy-efficient standards.
- HE-G.1.4. The City should encourage the increased use of renewable energy.
- HE-G.1.5. The City should promote an increase in the energy efficiency of new and existing housing beyond minimum state requirements.

- HE-G.1.6 The City should encourage the use of shade trees in new residential development to reduce residential cooling needs associated with the urban heat island effect. The City shall ensure that the location and type of tree are carefully selected so that solar access is not compromised.
- HE-G.1.7 The City should encourage the use of water efficient landscaping such as xeriscaping.
- HE-G.1.8. The City should work with local utility companies to promote energy efficiency.
- HE-G.1.9. When feasible, the City should encourage new developments to be sited to respond to climatic conditions, such as solar orientation, wind, and shadow patterns.
- HE-G.1.10. The City should require the use of energy efficient and energy conserving design and construction techniques in all types of projects (including new construction and remodeled and rehabilitated structures).
- HE-G.1.11. The City should develop design standards to allow energy self-sufficiency and generation projects.
- HE-G.1.12. The City shall strive to reduce its energy usage by five (5) percent over the base year 2001.
- HE-G.1.13. The City shall support the use of renewable energy sources, such as solar, in residential, commercial and industrial developments and municipal facilities.

Implementation Programs

- HE-G.1 The City shall continue to post and distribute information on currently available weatherization programs.

Responsibility:

- Community Development Department

Time Frame:

- FY 02-03; ongoing

Funding:

- Community Development Block Grant funds

- HE-G.2 The City shall continue to enforce State requirements, including Title 24 requirements, for energy conservation in residential development and encourage residential developers to consider employing additional energy conservation measures with respect to the following:

1. Street and driveway design
2. Lot pattern and configuration
3. Siting of buildings
4. Landscaping
5. Solar access

Responsibility:

- City Council
- Community Development Department
- Public Works Department

Time Frame:

- FY 02-03; ongoing

Funding:

- General Fund

- HE-G.3 The City should develop energy efficiency and energy conservation design guidelines to help developers and homeowners identify possible options to improve the energy efficiency of their projects. The guidelines should be updated annually to ensure they continue to reflect current technologies and practices.

Responsibility:

- Community Development Department

Time Frame:

- FY 02-03

Funding:

- General Fund

- HE-G.4 The City should develop design standards to allow energy self-sufficiency and generation projects. The standards should reflect acceptable project impacts by zoning code designation and should be updated annually to ensure they continue to reflect current technologies and practices.

Responsibility:

- Community Development Department

Time Frame:

- FY 02-03

Funding:

- General Fund

- HE-G.5 The City shall analyze and implement a program to reduce the City's energy consumption by 5 percent over the base year 2001.

Responsibility:

- Public Works Department, City Council

Time Frame:

- FY 01-02

Funding:

- General Fund

H. MIXED USE/TRANSIT-ORIENTED DEVELOPMENT

Goal	To promote mixed use and transit-oriented development, especially around the intermodal station, that has good connectivity with the rest of the city while integrating well with the surrounding neighborhoods.
HE-H.1	

Policies

- HE-H.1.1 As appropriate, the City shall ensure that residential development occurs concurrently with or following other types of development to create a mixed-use district identity and infrastructure.
- HE-H.1.2 The City shall locate high density/mixed-income residential uses close to the intermodal facility.
- HE-H.1.3 Where necessary, the City shall provide a transition from existing or planned lower density residential uses to new office, light industrial, and service commercial areas and/or retail commercial use areas. Land use intensity/density should be highest adjacent to the intermodal facility and transition to lower intensity/density land use toward the edge of the Station District.
- HE-H.1.4 The City shall develop the Mission Boulevard area as a mixed-use commercial and residential district.
- HE-H.1.5 The City shall encourage a mix of residential densities within the Station District when such mix will enhance the opportunities for neighborhood design. Specific objectives include unique streetscapes with a sense of openness, landscaping opportunities, and varied building setbacks. Further, mixed densities should be permitted when this approach will allow maximizing open space and recreational opportunities within the neighborhood.
- HE-H.1.6 The intermodal facility shall be designed and linked to reduce the need for area residents to use private automobiles for daily work, shopping and service needs.
- HE-H.1.7 The City shall create opportunities for mixed uses within the Station District so that people can live close to work, shopping, and service activities.
- HE-H.1.8 The City should ensure that Station District land uses are in balance with citywide uses to help ensure that Union City will be a complete community, serving the diverse needs of its residents.

Implementation Programs

HE-H.1 The City shall issue an RFQ to develop a mixed-use residential/commercial project between D Street E Street, 2nd Street and Mission Boulevard.

Responsibility:

- Community Redevelopment Agency

Time Frame:

- FY 02-03

Funding:

- Redevelopment Set-aside funds

QUANTIFIED OBJECTIVES

Table HE-1 summarizes the quantified objectives for each implementation program expected to contribute to the construction, rehabilitation, or conservation of units during the time frame of the *Housing Element* (2001-2006). These quantified objectives represent a reasonable expectation for the new housing units that will be developed and the households that will be assisted based on the policies and programs outlined in this Housing Element and general market conditions. Table HE-1 also indicates ABAG's net new construction need for Union City by income group.

Program	Units				Net New Construction Need (2001-2006)
	Construction	Rehabilitation	Conservation	Total	
A.1. Affordable Housing Program	100	0	0	100	100
A.2. Community Development Block Grant	0	0	0	0	0
A.3. Section 8 Housing Program	100	0	0	100	100
A.4. Community Development Block Grant	0	0	0	0	0
A.5. Affordable Housing Program	100	0	0	100	100
TOTAL	200	0	0	200	200
Net New Construction Need (2001-2006)					
A.1. Affordable Housing Program	100	0	0	100	100
A.2. Community Development Block Grant	0	0	0	0	0
A.3. Section 8 Housing Program	100	0	0	100	100
A.4. Community Development Block Grant	0	0	0	0	0
A.5. Affordable Housing Program	100	0	0	100	100
TOTAL	200	0	0	200	200
Net New Construction Need (2001-2006)					
A.1. Affordable Housing Program	100	0	0	100	100
A.2. Community Development Block Grant	0	0	0	0	0
A.3. Section 8 Housing Program	100	0	0	100	100
A.4. Community Development Block Grant	0	0	0	0	0
A.5. Affordable Housing Program	100	0	0	100	100
TOTAL	200	0	0	200	200

TABLE HE-1

SUMMARY OF QUANTIFIED OBJECTIVES

Objective Category/Program		Very Low	Low	Moderate	Above-Moderate	Total
New Construction						
A.3	Revision of Density Bonus Provisions and encouragement of Application	40	60	--	--	100
A.6	Partnership with Alameda County Housing Authority	--	3	--	--	3
A.13	Enforcement of Inclusionary Requirements in Redevelopment Area	145	--	--	--	145
A.16	Construction of affordable units north of Whipple Road	16	40	64	--	120
A.18	Affordable Housing Ordinance	72	104	90	--	266
TOTAL		273	207	154	0	634
<i>ABAG New Construction Need (2001-2006)</i>		<i>294</i>	<i>189</i>	<i>519</i>	<i>surplus</i>	<i>--</i>
Rehabilitation						
A.4	Community Development Block Grant Rehabilitation	117	117	--	--	224
A.7	Application for CHFA Rehabilitation Programs	20	10	--	--	30
TOTAL		137	127	0	0	264
Conservation						
A.5	Affordability Controls in City-Subsidized Projects	--	15	--	--	15
A.8	Continuation of MCC Program	--	--	15-20	--	15-20
A.11	Continuation of Support for ACHA Section * Administration	528	--	--	--	528
A.12	Affordability Controls in Federally-Subsidized Projects	--	15	--	--	15
TOTAL		528	30	15-20	0	573-578

APPENDICES

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APPENDIX A

HOUSING ELEMENT GLOSSARY

Affordable Housing - Housing capable of being purchased or rented by a household with very low, low, or moderate income, based on a household's ability to make monthly payments necessary to obtain housing. "Affordable to low- and moderate-income households" means that at least 20 percent of the units in a development will be sold or rented to lower income households, and the remaining units to either lower or moderate income households. Housing units for lower income households must sell or rent for a monthly cost not greater than 30 percent of 60 percent of area median income as periodically established by HCD. Housing units for moderate income must sell or rent for a monthly cost not greater than 30 percent of area median income.

Assisted Housing Developments - Multifamily rental housing that receives governmental assistance under federal programs listed in subdivision (a) of §65863.10, state and local multifamily revenue bond programs, local redevelopment programs, the federal Community Development Block Grant Program, or local in-lieu fees. The term also includes multifamily rental units that were developed pursuant to a local inclusionary housing program or used to qualify for a density bonus pursuant to §65915.

Below-Market-Rate (BMR) - Any housing unit specifically priced to be sold or rented to low- or moderate-income households for an amount less than the fair-market value of the unit. Both the State of California and the U.S. Department of Housing and Urban Development set standards for determining which households qualify as "low income" or "moderate income." The financing of housing at less than prevailing interest rates.

Blight - A condition of a site, structure, or area that may cause nearby buildings to decline in attractiveness and/or utility.

California Environmental Quality Act (CEQA) - A State law requiring State and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an environmental impact report (EIR) must be prepared and certified as to its adequacy before taking action on the proposed project.

California Housing Finance Agency (CHFA) - A State agency, established by the Housing and Home Finance Act of 1975, which is authorized to sell revenue bonds and generate funds for the development, rehabilitation, and conservation of low-and moderate-income housing.

City - City with a capital "C" generally refers to the City of Union City government or administration. City with a lower case "c" generally refers to the geographical area of the city, both incorporated and unincorporated territory (e.g., the city bikeway system).

Community Development Block Grant (CDBG) - A grant program administered by the U.S. Department of Housing and Urban Development (HUD) on a formula basis for entitlement communities, and by the State Department of Housing and Community Development (HCD) for non-entitled jurisdictions. This grant allots money to cities and counties for housing rehabilitation and community development, including public facilities and economic development.

Compatible - Capable of existing together without conflict or ill effects.

Consistent - Free from variation or contradiction. Programs in the General Plan are to be consistent, not contradictory or preferential. State law requires consistency between a general plan and implementation measures such as the zoning ordinance.

Contract Rent - The monthly rent agreed to, or contracted for regardless of any furnishings, utilities, or services that may be included.

Dedication, In lieu of - Cash payments that may be required of an owner or developer as a substitute for a dedication of land, usually calculated in dollars per lot, and referred to as in lieu fees or in lieu contributions.

Density, Residential - The number of permanent residential dwelling units per acre of land. Densities specified in the General Plan may be expressed in units per gross acre or per net developable acre.

Density Bonus - The allocation of development rights that allows a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is zoned. Under Government Code Section 65915, a housing development that provides 20 percent of its units for lower income households, or ten percent of its units for very low-income households, or 50 percent of its units for seniors, is entitled to a density bonus and other concessions.

Developable Land - Land that is suitable as a location for structures and that can be developed free of hazards to, and without disruption of, or significant impact on, natural resource areas.

Dwelling Unit - A room or group of rooms (including sleeping, eating, cooking, and sanitation facilities, but not more than one kitchen), that constitutes an independent housekeeping unit, occupied or intended for occupancy by one household on a long-term basis.

Elderly Housing - Typically one- and two-bedroom apartments or condominiums designed to meet the needs of persons 62 years of age and older or, if more than 150 units, persons 55 years of age and older, and restricted to occupancy by them.

Encourage, v. - To stimulate or foster a particular condition through direct or indirect action by the private sector or government agencies.

Enhance, v. - To improve existing conditions by increasing the quantity or quality of beneficial uses or features.

Environmental Impact Report (EIR) - A report that assesses all the environmental characteristics of an area and determines what effects or impacts will result if the area is altered or disturbed by a proposed action.

Fair Market Rent - The rent, including utility allowances, determined by the United States Department of Housing and Urban Development for purposes of administering the Section 8 Existing Housing Program.

Family - (1) Two or more persons related by birth, marriage, or adoption [U.S. Bureau of the Census]. (2) An individual or a group of persons living together who constitute a *bona fide* single-family housekeeping unit in a dwelling unit, not including a fraternity, sorority, club, or other group of persons occupying a hotel, lodging house or institution of any kind [California].

Farmers Home Administration (FmHA) - A federal agency providing loans and grants for improvement projects and low-income housing.

Feasible - Capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, social, and technological factors.

Goal - The ultimate purpose of an effort stated in a way that is general in nature and immeasurable.

Gross Rent - Contract Rent plus the estimated average monthly cost of utilities (water, electricity, gas) and fuels (oil, kerosene, wood, etc.) to the extent that these are paid for by the renter (or paid for by a relative, welfare agency, or friend) in addition to the rent.

Household - All those persons -- related or unrelated -- who occupy a single housing unit.

Households, Number of - The count of all year-round housing units occupied by one or more persons. The concept of *household* is important because the formation of new households generates the demand for housing. Each new household formed creates the need for one additional housing unit or requires that one existing housing unit be shared by two households. Thus, household formation can continue to take place even without an increase in population, thereby increasing the demand for housing.

Housing and Community Development Department (HCD) - The State agency that has principal responsibility for assessing, planning for, and assisting communities to meet the needs of low- and moderate-income households.

Housing and Urban Development, U.S. Department of (HUD) - A cabinet-level department of the federal government that administers housing and community development programs.

Housing Authority, Local (LHA) - Local housing agency established in State law, subject to local activation and operation. Originally intended to manage certain federal subsidies, but vested with broad powers to develop and manage other forms of affordable housing.

Housing Unit - The place of permanent or customary abode of a person or family. A housing unit may be a single-family dwelling, a multi-family dwelling, a condominium, a modular home, a mobile home, a cooperative, or any other residential unit considered real property under State law. A housing unit has, at least, cooking facilities, a bathroom, and a place to sleep. It also is a dwelling that cannot be moved without substantial damage or unreasonable cost.

Impact Fee - A fee, also called a development fee, levied on the developer of a project by a city, county, or other public agency as compensation for otherwise-unmitigated impacts the project will produce.

Impacted Areas - Census tracts where more than 50 percent of the dwelling units house low- and very low-income households.

Inclusionary Zoning - Provisions established by a public agency to require that a specific percentage of housing units in a project or development remain affordable to very low-, low-, and moderate-income households for a specified period.

Implementation Program - An action, procedures, program, or technique that carries out general plan policy. Implementation programs also specify primary responsibility for carrying out the action and a time frame for its accomplishment.

- Infill Development** - Development of vacant land (usually individual lots or left-over properties) within areas that are already largely developed.
- Jobs/Housing Balance; Jobs/Housing Ratio** - The availability of affordable housing for employed residents. The jobs/housing ratio divides the number of jobs in an area by the number of employed residents. A ratio of 1.0 indicates a balance. A ratio greater than 1.0 indicates a net in-commute; less than 1.0 indicates a net out-commute.
- Lease** - A contractual agreement by which an owner of real property (the lessor) gives the right of possession to another (a lessee) for a specified period of time (term) and for a specified consideration (rent).
- Local Agency Formation Commission (LAFCo)** - The countywide commission that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. LAFCo is empowered to approve, disapprove, or conditionally approve such proposals.
- Low-income Housing Tax Credits** - Tax reductions provided by the federal and State governments for investors in housing for low-income households.
- Mean** - The average of a range of numbers.
- Median** - The mid-point in a range of numbers.
- Mitigate, v.** - To ameliorate, alleviate, or avoid to the extent reasonably feasible.
- Mixed-use** - Properties on which various uses, such as office, commercial, institutional, and residential, are combined in a single building or on a single site in an integrated development project with significant functional interrelationships and a coherent physical design. A "single site" may include contiguous properties.
- Mobile Home** - A structure, transportable in one or more sections, built on a permanent chassis and designed for use as a single-family dwelling unit and which (1) has a minimum of 400 square feet of living space; (2) has a minimum width in excess of 102 inches; (3) is connected to all available permanent utilities; and (4) is tied down (a) to a permanent foundation on a lot either owned or leased by the homeowner or (b) is set on piers, with wheels removed and skirted, in a mobile home park.
- Multi-family Dwelling Unit** - A building or portion thereof designed for or occupied by two or more families living independently of each other, including duplexes, triplexes, quadplexes, apartments, and condominiums.
- Overcrowding** - Households or occupied housing units with 1.01 or more persons per room.
- Parcel** - A lot in single ownership or under single control, usually considered a unit for purposes of development.
- Poverty Level** - As used by the U.S. Census, families and unrelated individuals are classified as being above or below the poverty level based on a poverty index that provides a range of income cutoffs or "poverty thresholds" varying by size of family, number of children, and age of householder. The income cutoffs are updated each year to reflect the change in the Consumer Price Index.

Quantified Objective - The housing element must include quantified objectives which specify the maximum number of housing units that can be constructed, rehabilitated, and conserved by income level within a five-year time frame, based on the needs, resources, and constraints identified in the housing element (§65583 (b)). The number of units that can be conserved should include a subtotal for the number of existing assisted units subject to conversion to non-low-income households. Whenever possible, objectives should be set for each particular housing program, establishing a numerical target for the effective period of the program. Ideally, the sum of the quantified objectives will be equal to the identified housing needs. However, identified needs may exceed available resources and limitations imposed by other requirements of state planning law. Where this is the case, the quantified objectives need not equal the identified housing needs, but should establish the maximum number of units that can be constructed, rehabilitated, and conserved (including existing subsidized units subject to conversion which can be preserved for lower-income use), given the constraints.

Redevelop - To demolish existing buildings; or to increase the overall floor area existing on a property; or both, irrespective of whether a change occurs in land use.

Regional Housing Needs Plan/Share - A quantification by a COG or by HCD of existing and projected housing need, by household income group, for all localities within a region.

Rehabilitation - The repair, preservation, and/or improvement of substandard housing.

Residential, Multiple Family - Usually three or more dwelling units on a single site, which may be in the same or separate buildings.

Residential, Single-family - A single dwelling unit on a building site.

Rezoning - An amendment to the map and/or text of a zoning ordinance to effect a change in the nature, density, or intensity of uses allowed in a zoning district and/or on a designated parcel or land area.

Second Unit - A self-contained living unit, either attached to or detached from, and in addition to, the primary residential unit on a single lot. "Granny Flat" is one type of second unit intended for the elderly.

Section 8 Rental Assistance Program - A federal (HUD) rent-subsidy program that is one of the main sources of federal housing assistance for low-income households. The program operates by providing "housing assistance payments" to owners, developers, and public housing agencies to make up the difference between the "Fair Market Rent" of a unit (set by HUD) and the household's contribution toward the rent, which is calculated at 30 percent of the household's adjusted gross monthly income (GMI). Section 8 includes programs for new construction, existing housing, and substantial or moderate housing rehabilitation.

Seniors - Persons age 62 and older.

Shall - That which is obligatory or necessary.

Should - Signifies a directive to be honored if at all feasible.

Site - A parcel of land used or intended for one use or a group of uses and having frontage on a public or an approved private street. A lot.

Sphere of Influence - The probable ultimate physical boundaries and service area of a local agency (City or district) as determined by the Local Agency Formation Commission (LAFCo) of the County.

Subdivision - The division of a tract of land into defined lots, either improved or unimproved, which can be separately conveyed by sale or lease, and which can be altered or developed.

Subdivision Map Act - Section 66410 et seq. of the California Government Code, this act vests in local legislative bodies the regulation and control of the design and improvement of subdivisions, including the requirement for tentative and final maps.

Subsidize - To assist by payment of a sum of money or by the granting of terms or favors that reduce the need for monetary expenditures. Housing subsidies may take the forms of mortgage interest deductions or tax credits from federal and/or state income taxes, sale or lease at less than market value of land to be used for the construction of housing, payments to supplement a minimum affordable rent, and the like.

Substandard Housing - Residential dwellings that, because of their physical condition, do not provide safe and sanitary housing.

Upscale Housing - Single family and multi-family housing units affordable to households with incomes of at least 180 percent of the county median income.

Vacant - Lands or buildings that are not actively used for any purpose.

Year-round Housing - All occupied units plus vacant units intended for year-round use, but excluding vacant units held for seasonal use or migratory labor.

Zoning - The division of a city or county by legislative regulations into areas, or zones, which specify allowable uses for real property and size restrictions for buildings within these areas; a program that implements policies of the General Plan.

Zoning, Inclusionary - Regulations that increase housing choice by providing the opportunity to construct more diverse and economical housing to meet the needs of low- and moderate-income families. Often such regulations require a minimum percentage of housing for low- and moderate-income households in new housing developments and in conversions of apartments to condominiums.

APPENDIX B

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Persons Consulted

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Rambaran, Joy, Neighborhood Preservation Specialist, City of Union City
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Agencies Consulted

Alameda County Department of Behavioral Health
Housing Authority of Alameda County
Second Chance Emergency Shelter
Tri-City Homeless Coalition
HOPE Homeless Outreach
Sunrise Village
Winter Shelter
Family Emergency Shelter Coalition (FESCO)
Emergency Shelter Program, Hayward
Human Outreach Agency, Hayward
South County Homeless PROJECT, Hayward
Shelter Against Violent Environments (SAVE)
Community Resources for Independent Living (CRIL)
Centro de Servicios
East Bay Regional Center
Community Care Licensing
Rental Housing Owners Association

APPENDIX C

UNION CITY HOUSING AFFORDABILITY LEVELS

TABLE C-1

DEFINITIONS OF HOUSING INCOME LIMITS

Very Low-Income Unit is one that is affordable to a household whose combined income is at or lower than 50% of the median income for the Oakland PMSA (Alameda and Contra Costa Counties) as established by the U.S. Department of Housing and Urban Development (HUD). A household of four is considered to be very low-income in Union City if its combined income is \$37,250 or less for the year 2002.

Low-Income Unit is one that is affordable to a household whose combined income is at or between 50% to 80% of the median income for the Oakland PMSA as established by HUD. A household of four is considered to be low-income in Union City if its combined income is \$58,000 or less for the year 2002.

Median Income Unit is one that is affordable to a household whose combined income is at or between 81% to 100% of the median income for the Oakland PMSA as established by HUD. A household of four is considered to be median income in Union City if its combined income is \$74,500 or less for the year 2002.

Moderate-Income Unit is one that is affordable to a household whose combined income is at or between 101% to 120% of the median income for the Oakland PMSA as established by HUD. A household of four is considered to be moderate-income in Union City if its combined income is \$89,400 or less for the year 2002.

Above Moderate-Income Unit is one that is affordable to a household whose combined income is above 120% of the median income for the Oakland PMSA as established by HUD. A household of four is considered to be moderate-income in Union City if its combined income exceeds \$89,400 for the year 2002.

Affordable Units are affordable if households do not spend more than 30% of income on rent (including monthly allowance for water, gas, and electricity) or monthly mortgage. Since above moderate-income households do not generally have problems locating affordable units, affordable units are frequently defined as those reasonably priced for households that are low- to moderate-income.

TABLE C-2

**ABILITY TO PAY FOR HOUSING FOR
VERY LOW-, LOW-, AND MODERATE-INCOME HOUSEHOLDS
City of Union City
2002**

Very Low-Income Households at 50% of 2002 Median Family Income						
Unit	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	5 Bedroom
Number of Persons	1	2	3	4	5	6
Income Level	\$26,100	\$29,800	\$33,500	\$37,250	\$40,250	\$43,200
Max. monthly rent (2)	\$653	\$745	\$839	\$931	\$1,006	\$1,080
Max. purchase price (3)	\$90,970	\$103,866	\$116,936	\$129,832	\$140,288	\$150,570
Low-Income Households at 80% of 2002 Median Family Income						
Unit	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	5 Bedroom
Number of Persons	1	2	3	4	5	6
Income Level	\$40,600	\$46,400	\$52,200	\$58,000	\$62,650	\$67,300
Max. monthly rent (2)	\$1,015	\$1,160	\$1,305	\$1,450	\$1,566	\$1,683
Max purchase price (3)	\$141,508	\$161,724	\$181,939	\$202,155	\$218,362	\$234,569
Moderate-Income Households at 100% of 2002 Median Family Income						
Unit	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	5 Bedroom
Number of Persons	1	2	3	4	5	6
Income Level	\$52,150	\$59,600	\$67,050	\$74,500	\$80,450	\$86,400
Max. monthly rent (2)	\$1,304	\$1,490	\$1,676	\$1,863	\$2,011	\$2,160
Max. purchase price (3)	\$181,765	\$207,731	\$233,698	\$259,664	\$280,402	\$301,141
Moderate Income Households at 120% of 2002 Median Family Income						
Unit	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	5 Bedroom
Number of Persons	1	2	3	4	5	6
Income Level	\$62,600	\$71,500	\$80,450	\$89,400	\$96,550	\$103,700
Max. monthly rent (2)	\$1,565	\$1,788	\$2,011	\$2,235	\$2,414	\$2,593
Max. purchase price (3)	\$218,188	\$249,208	\$280,402	\$311,597	\$336,518	\$361,439
(1) Based on the Oakland PMSA (Alameda and Contra Costa Counties); HUD FY 2001 Income Limits (April 6, 2001)						
(2) 30% of income devoted to maximum monthly rent, including utilities						
(3) 33% of income devoted to mortgage payment and taxes, 95% loan @ 8%, 30-year term						
Source: U.S. Department of Housing and Urban Development (HUD); Vernazza Wolfe Associates, Inc.						

TABLE C-3

FAIR MARKET RENT
City of Union City
2002

	Bedrooms in Unit				
	0 BR	1 BR	2 BR	3 BR	4 BR
Fair Market Rent (FMR 2002), Oakland PMSA	\$819	\$991	\$1,243	\$1,704	\$2,025
Fair Market Rent ("Exception Rents" 2002, Union City)	\$963	\$1,189	\$1,492	\$2,045	\$2,442

Notes: 50th percentile of market rents for Fiscal Year 2002 (October 1, 2001) and for Oakland PMSA (Alameda and Contra Costa Counties) and "Exception Rents" for Union City effective November 2001.

Source: U.S. Department of Housing and Urban Development (HUD) (24 CFR Part 888) and Housing Authority of Alameda County.

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